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ABSTRACT

The coordination institute was planned to focus on 3 major purposes; (1) participants were to learn additional skills needed for planning and conducting effective and efficient supportive service programs; (2) task force groups were to review and synthesize the ideas presented so as to recommend the most promising new or existing strategies for coordinating supportive service programs; and (3) participants were to develop a tentative plan of action for improving coordination of supportive services in their own agencies and/or communities. To accomplish the purposes and objectives established, various activities were used to enrich the understandings and experiences of the participants. Activities included formal lectures, informal presentations, 2 symposia, discussion groups, a demonstration meeting, and individual and small group assignments. Institute participants were made aware of the importance of providing supportive services to students, especially disadvantaged and handicapped students, and were provided with techniques for initiating or improving such programs. In addition, the institute resulted in 5 task-group reports on recommended strategies for improving the coordination of supportive services and the development of realistic plans of action. (JH)

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FINAL REPORT
Institute I

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COORDINATION OF SUPPORTIVE SERVICES FOR VOCATIONAL EDUCATION STUDENTS IN RURAL AREAS

Part of
National Inservice Training Multiple Institutes
for Vocational and Related Personnel
in Rural Areas

Robert E. Norton
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December 1970

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Special gratitude is extended to Dr. Charles H. Rogers, who as Rural Multiple Institutes Coordinator, helped with the proposal and planning of the institute, and later as the Rural Multiple Institutes Director, helped conduct and evaluate it. Thanks are likewise due the directors of the other rural institutes, who as members of the Rural Multiple Institutes Steering Committee, made many helpful suggestions.

Recognition and gratitude is extended to Dr. John Coster of the North Carolina Center for Occupational Education, who coordinated the financing and was the initial Rural Multiple Institutes Director. Appreciation is also expressed to Dr. John A. Rolloff who was responsible for developing the Coordination Institute proposal and who served as the initial director. Upon return from his leave of absence, Dr. Rolloff reviewed and offered many suggestions for improving this report.

Particular thanks are extended to the five task force leaders and recorder who accepted the difficult but important assignment of stimulating participant interaction and seeking group consensus on the many areas of concern to persons responsible for coordinating programs of supportive services for vocational education students in rural areas.

Finally, the author would like to express his appreciation to other staff members in the Department of Vocational Education who supported the institute in various ways, and to the other personnel at the University of Arkansas who assisted so willingly with the many tasks required for the operation of a successful institute.

Robert E. Norton

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SUMMARY

GRANT NO.: OEG-0-9-430472-4133(725)

TITLE: Institute on the Coordination of Supportive Services for Vocational Education Students in Rural Areas

PROJECT DIRECTOR: Robert E. Norton, Assistant Professor
Department of Vocational Education
College of Education

INSTITUTION: University of Arkansas
Fayetteville, Arkansas

TRAINING PERIOD: January 26, 1970 to January 30, 1970

Problem

Many new programs and services supporting training and education have been authorized during the last decade. The problem arises from the fact that responsibility for administering these services has been widely dispersed among agencies and bureaus at the local, state, and federal levels. A recent Congressional newsletter referred to a listing of over a thousand federal assistance programs which are being administered by more than one hundred and fifty commissions, boards, agencies, and departments. These assistance programs are for the most part desperately needed, especially in rural areas, but because of poor or no coordination they are often not reaching the people who need them the most.

The Vocational Education Amendments of 1968 require the coordination of efforts by vocational educators and others whose programs are designed to serve the needs of individuals. Before existing programs can be effectively coordinated, persons in leadership positions must be made aware of the problem, and adequate systems and techniques of coordination developed. It was an awareness of the legislative requirements and the many problems facing those responsible for coordinating supportive services for vocational education students in rural areas, that supported the need for this institute.

Purposes and Objectives

The coordination institute was planned so as to focus on three major purposes as follows: (1) participants were to learn additional knowledges and skills needed for planning and conducting effective and efficient supportive services programs, (2) task force groups were to review and synthesize the ideas presented so as to recommend the most promising new or existing strategies for coordinating supportive service programs, and (4) participants were to develop a tentative plan of action for improving the coordination of supportive services in their own agency and/or community.

To accomplish the desired outcomes, the following specific objectives were established as a frame of reference for conducting the institute:

1. To emphasize the contribution that effective coordination of supportive services can make to the improvement of vocational programs for rural students.
2. To review and discuss the changing educational needs of students in rural areas.
3. To identify pertinent state and federal legislation and review its implications for the coordination of supportive services.
4. To present and discuss a theoretical framework for coordinating the resources of the various school and community agencies.
5. To review operational programs and procedures used by these agencies to integrate community and educational resources.
6. To review agencies and resources at the local, state, and national level which should be involved in a comprehensive supportive services program, including school resources and community resources.
7. To review techniques and methods for implementing the changes needed to improve vocational programs for rural students.

Procedures and Activities

A program planning committee was established and used to help refine the objectives, select the most important topics and the best available consultants. The committee also recommended the best methods for presenting the various topics and how to organize the task force groups to attain maximum productivity.

To accomplish the purposes and objectives established, a variety of activities were used to enrich the understandings and experiences of the participants. The techniques used included formal lectures, informal presentations, two symposia, discussion groups, a demonstration meeting, and individual and small group assignments.

Initially seventy-five applicants, representing a wide variety of backgrounds, were selected and invited to participate in the institute. For a variety of reasons, several persons were unable to attend, and alternates were invited to replace them. Sixty-eight persons, representing thirty-four different states and having responsibilities for coordinating supportive service programs at either the local, area, state, or national level participated in the institute.

Conclusions, Recommendations, and Outcomes

Evaluation of the institute included using a *Formative Evaluation Measure* at the close of the institute to measure overall participant satisfaction. From an analysis of those findings, which are presented in chapter four of this report, it was concluded that the institute was very successful in accomplishing the purposes and objectives for which it was conducted. In addition, three other evaluation techniques, the results of which are reported in the *Final Summary Report* of the Multiple Institutes, were employed. They included use of Rotter's Internal-External Scale to determine whether as a result of the institute, the participants felt more capable of bringing about change; use of an Attitude Toward Vocational Education in Rural Areas Scale, to assess possible change in participant attitudes toward vocational education; and use of follow-up procedures, a mailed questionnaire and in some cases interviews to determine how participants have used information obtained in the institute to bring about change in their agencies and communities.

The major recommendations made regarding the improvement of the coordination of supportive services programs include: (1) holding additional conferences to make more persons aware of the problems and potential of providing effective supportive services to rural vocational students, (2) designating an individual at the state and local level as responsible for coordinating agency efforts, (3) preparation of supportive services directories, and (4) giving greater priority to meeting the needs of individuals. Recommendations for improving future institutes included continuing the practice of having participants develop a plan of action and of having task force groups develop recommended strategies for program improvement.

Institute participants were made aware of the importance of supportive services to all students, and especially for disadvantaged and handicapped students, and were provided with additional knowledges and skills that can be used to initiate or improve such programs. In addition, the institute resulted in five task group reports on recommended strategies for improving the coordination of supportive services and the development of realistic plans of action by most of the participants.

I. INTRODUCTION

The Problem

During the last decade many new programs and services including state and federal aids supporting training and education have been authorized. At the same time responsibility for these services has been dispersed in a multitude of departments and agencies at the federal, state, and local levels. A recent congressional newsletter refers to a listing of over a "thousand operating federal assistance programs. Together with a myriad of other federal activities, the programs are administered by more than one hundred and fifty commissions, boards, agencies, and departments comprising one huge conglomerate pyramid of bureaucracy."[1] These programs and services are for the most part very much needed but because of a lack of sufficient coordination, they often are not reaching the people who need them most.

Although rural areas account for about half of the total need for such programs as reflected in family incomes, the release of agricultural workers by technology, the lower levels of educational attainment and educational expenditures, and the shortage of training facilities; far smaller proportions of the new program funds are actually being spent in rural areas.

In recognition of these rural problems, some pilot efforts have been made to provide suitable organizational structures for the purpose of effectively coordinating the efforts of the various agencies and departments involved in this work. The objective has been to pursue a rural development program designed to identify the needs of rural people and through concerted action to accommodate these needs. Two such efforts, especially noteworthy and deserving of increased visibility and support include the "Concerted Services in Training and Education" (CSTE) program and the "Cooperative Area Manpower Planning System" (CAMPS) program.

The need for coordinated action in educating rural people and in solving their concomitant personal problems was dramatized by a recent National Manpower Conference on "The Rural to Urban Population Shift — a National Problem." Persons attending the conference addressed themselves to the need by indicating that "any solutions to the already difficult situation in the cities must be accompanied by new efforts for dealing with poverty, inadequate education, and lack of job opportunity in rural America."[2] They recommended that governmental policies at all levels as well as those of labor, business, and education be restructured and reconstituted to help meet the problem.

The Vocational Education Amendments of 1968 provide for, and in fact require, the coordination of efforts to meet student needs. The Declaration of Purpose states in part that funds are authorized to . . . "improve existing programs of vocational education . . . so that persons of all ages . . . will have ready access to vocational training or retraining which is of high quality . . . and which is suited to their needs, interests, and ability to benefit from such training."[3]

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[1] Hammerschmidt, John Paul. "Big Government," *Capitol Report*, Vol. II, No. 6, January 1969, p.1.

[2] Committee on Government Operations, United States Senate, *The Rural to Urban Population Shift — A National Problem*, (A National Manpower Conference held at Oklahoma State University, May 17-18, 1968), U.S. Government Printing Office, 1968, p.v.

[3] Public Law 90-576, U.S. Congress, October, 1968.

Before existing programs can be "improved" and before students can be guided into programs of "high quality" which are relevant to their "needs, interests, and abilities," adequate systems and techniques of coordination must be developed and put into operation. The use of poorly planned and often ineffective techniques for coordinating the vast number of supportive services available for vocational education students in rural areas will not suffice. Often there has been little or no effort or even recognition of the need to coordinate supportive services and educational programs.

Required program planning and the coordination of efforts are hallmarks of the prescriptions unanimously passed by Congress in the Vocational Education Amendments of 1968. This legislation, designed to correct major deficiences of the past, requires annual and long-range planning "toward meeting the vocational education needs of the potential students in the state."[4] Moreover, for local agencies to receive funds their plans must "have been developed in consultation with representatives of the educational and training resources available to the area to be served."[5] It also stipulates that state plans will provide for a cooperative exchange of information on employment needs with the State Employment Security Division and in addition suggests "cooperative arrangements with other agencies, organizations, and institutions concerned with manpower needs and job opportunities; such as institutions of higher education, and model city, business, labor, and community action organizations."[6]

Vocational education programs and supportive services must be made relevant and accessible to a broader spectrum of students than ever before. To be made relevant they must be more closely attuned to individual interests, needs and subsequent occupational requirements. In some cases students with personal problems will need to be referred to one or more supportive agencies to obtain the aid necessary for enrollment and progress in a vocational program. To be made accessible, personnel responsible for vocational programs will have to work closely with the personnel of other school and community agencies in order to develop a comprehensive supportive services program.

It was an awareness of the legislative requirement and the many problems facing those who must plan and coordinate supportive services for vocational education students in rural areas that supported the need for conducting this institute.

Purposes of the Institute

The institute focused on three major purposes or expected outcomes. First, the institute was designed specifically to help equip persons in leadership positions with knowledge and skills for improving the coordination of supportive services for vocational education students. The program was arranged so as to provide trainees with an insight into the importance of various supporting services in meeting student needs and with an awareness of the techniques and procedures which result in the effective coordination of comprehensive supportive services programs.

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[4] Ibid, p. 11.

[5] Ibid, p. 12.

[6] Ibid, p. 13.

Second, the efforts of participants and consultants were directed toward the preparation of five task group reports. Each group reviewed and synthesized the papers presented and other references available so as to reach a consensus on the strategies and techniques of program coordination most appropriate for their level of concern.

Third, the participants developed tentative "plans of action" or statements of intent concerning coordination activities which were relevant for their own particular area and level of responsibility.

Objectives

The objectives stated in the original proposal were delimited and refined by the program planning committee and institute staff. The revised objectives were used as a frame of reference in selecting the topics to be presented and discussed at the institute. The specific objectives established were as follows:

1. To emphasize the contribution that effective coordination of supportive services can make to the improvement of vocational programs for rural students.
2. To review and discuss the changing educational needs of students in rural areas.
3. To identify pertinent state and federal legislation and review its implications for the coordination of supportive services.
4. To present and discuss a theoretical framework for coordinating the resources of the various school and community agencies.
5. To review operational programs and procedures used by these agencies to integrate community and educational resources.
6. To review agencies and resources at the local, state, and national level which should be involved in a comprehensive supportive services program, including school resources and community resources.
7. To review techniques and methods for implementing the changes needed to improve vocational programs for rural students.

General Plan of Operation

The project involved planning, conducting, and evaluating a one week institute held on the University of Arkansas campus, January 26-30, 1970. The program was planned so as to actively involve the participants in a variety of activities designed to facilitate achieving the objectives and outcomes previously stated. Major emphasis was placed on presenting and reviewing procedures and techniques of coordination which have been most effective in meeting a multitude of individual needs and problems through concerted action.

Considerable time was devoted to small task group sessions where trainees were able to synthesize the presentations made and to develop some consensus regarding guidelines for coordination that could be used by others responsible for coordinating supportive services programs. Trainees also developed plans of action describing coordination plans and procedures which they planned to initiate or improve upon returning to their respective work assignments.

Seventy-five participants were selected from among the applicants, sixty-eight of whom attended and participated in the institute. One additional person arrived in Fayetteville but was unable to participate due to illness.

II. METHODS AND PROCEDURES

Nomination and Selection of Participants

The participant mix to be included in each institute was specified in the publication of the Organization and Administrative Studies Branch, Division of Comprehensive and Vocational Education Research, Bureau of Research, Office of Education, U.S. Department of Health, Education, and Welfare titled *Guidelines and Priorities for Short-Term Training Programs for Professional Personnel Development in Vocational and Technical Education*, December, 1968. Thus, a major criterion for selection was achieving the appropriate mix of professional personnel from vocational and related fields at all governmental levels who were concerned with the problem area under consideration at each institute.

To qualify as participants for the coordination institute applicants were to be state directors of health, welfare, or employment; IRCOPPS representatives; state or local directors of guidance; state vocational education personnel or city vocational education personnel.

The procedures followed in selecting participants for each of the rural institutes were as follows:

1. A brochure was prepared by the multiple institutes director and associate directors describing the multiple institutes program and the individual institutes. The brochure emphasized the content and desired outcomes for the institutes.

2. The brochures were mailed, together with institute application forms, to State Directors of Vocational Education, Directors of Research Coordinating Units, head teacher educators in vocational education, local directors of vocational education, and other persons and agencies that were included in the list of potential participants. These persons were requested to complete applications for institutes or to nominate persons for the institutes.

3. The application form provided information regarding training, experience, interest in the institutes, preferences for institutes, a description of current job assignment which is relevant to the institute for which the applicant is applying, and a statement to the effect that the applicant will be willing to undertake a project, program, or service to implement the models developed in the institute.

4. The applications were evaluated on the basis of training, experience, potentiality for implementing the products of the institute, and commitment to implementation.

5. Final selection of participants was based on the evaluation of the applications, with special attention given to identifying a team of vocational education and related personnel who would participate in each of the institutes from the states that rank high in rural characteristics.

The selection procedures were conducted by the multiple institutes director and associate directors which resulted in providing each institute director with a list of participants and alternates for his institute. Upon receipt of this list it became the responsibility of each director to invite the participants and to substitute appropriate alternates whenever necessary.

Letters of notification (Appendix A) and a pre-registeration form were mailed together with information on the University of Arkansas and the City of Fayetteville to the seventy-five acceptees. Letters notifying the other applicants of their alternate status were also sent. Some individuals who were initially accepted were unable to attend the institute for various reasons. As many of these as possible were replaced with the alternates available.

A list of the sixty-eight participants giving their name, professional title and office address is contained in Appendix B. Also included in Appendix B is a list of the institute consultants and supporting staff members from the College of Education, University of Arkansas.

Planning the Institute

An institute program planning committee was organized in October and convened early in November to help finalize plans for the institute. Although the institute proposal contained the general objectives, content topics, procedures to be used, and a list of potential consultants, considerable work remained. During the one day meeting the planning committee helped modify and delimit the original objectives, refine the content, sequence the topics, determine time allotments, and finalize the daily schedule. Recommendations were also made regarding the consultants, the best methods for presenting the various topics and on how to organize the task force groups.

The institute program planning committee consisted of eight persons selected because of their positions and experience with educational and community resources and agencies. Representation included a person from the U.S. Office of Education, a person from the Dallas Regional Office of Education, the Washington Liaison for Concerted Services in Training and Education, the Chief for Manpower Training of the Arkansas Employment Security Division, the multiple institutes coordinator, an associate professor of counselor education from the University of Arkansas, and the institute director and associate director. A list of the committee members' names and a specimen of the institute program may be seen in Appendix C.

Conducting the Institute

A variety of procedures were used to enhance the understandings and experiences of the participants. The techniques used included formal lectures, informal talks, two symposia, large and small group discussions, a demonstration meeting, task force group assignments and reports, and individual assignments. Participants were assigned according to their preference to one of five task force groups, each of which concentrated on one of the following areas of concern in the coordination of supportive services for vocational education students:

a. Coordination of supportive services and agencies at the state level.
b. Coordination of supportive services and agencies at the local level.

Each consultant prepared in advance of the institute a formal paper which was duplicated and distributed to participants immediately following its presentation. To give the consultants an idea of the problems facing state vocational education programs as background material for the preparation of their papers, a summary of the major problems relating to the coordination of supportive service, as reported by a 75 per cent sample of states, was sent to each presenter. Most of the consultants were in attendance for at least three days and some were present all week. In addition to their formal presentations the consultants were also available as resource persons to the task force groups and for individual consultation.

Besides the papers presented by consultants attending the institute, four other references were made available to all participants. These included:

1. "The Changing Educational Needs of People in Rural Areas" By Dr. C. E. Bishop, Vice-President for Public Services, the Consolidated University of North Carolina, Chapel Hill, North Carolina.
2. *Review and Synthesis of Research on Vocational Education in Rural Areas,* by B. Eugene Griessman and Kenneth G. Densley, ERIC Clearinghouse on Rural Education and Small Schools, New Mexico State University, Las Cruces, New Mexico, and ERIC Clearinghouse at the Center for Vocational and Technical Education, The Ohio State University, Columbus, Ohio, 1969.
3. "A Guide to Innovation in Education" by Ronald G. Havelock, Institute for Social Research, the University of Michigan, Ann Arbor, Michigan, 1969.
4. Copies of the First and Second Reports of the National Advisory Council for Vocational Education, July 15, 1969 and November 15, 1969, Washington, D.C.

At the close of each day, a short meeting of the institute staff, consultants, group leaders and recorders was held to obtain feedback, review the next day's schedule, and to make any program changes deemed desirable. See Appendix C for a specimen of the institute program which outlines the specific topics presented and identifies the individuals presenting them.

The facilities of the new Graduate Education Building were used for all the formal sessions and small group meetings. All of the participants and most of the consultants were housed in a modern motel near the University campus. The first evening a social with light refreshments and some local entertainment in the motel dining room provided an opportunity for trainees and staff to become better acquainted. On Wednesday evening an informal presentation and discussion led by Dr. Calvin Dellefield, Executive Director of the National Advisory Council for Vocational Education, was also held in the motel dining room.

Introduction, Welcome, and Orientation

Although the institute staff, group leaders and recorders, and several consultants met Sunday evening to review leader and recorder responsibilities and coordinate plans for the small groups, the institute formally got underway on Monday morning with registration. Trainees were provided identification tags, a list of those who had pre-registered, a copy of the institute program, and an assortment of materials about the University of Arkansas and Fayetteville area.

A formal welcome to the University was extended by Dr. Robert Roelfs, Associate Dean of the College of Education. He spoke briefly about the requirement that all agencies and resources be utilized to meet not only the educational but also the personal needs of today's students.

The institute director explained the purpose of the institute, reviewed the objectives for the week, and discussed the anticipated outcomes. A summary of the various states represented and general information on the positions held by the participants was given. The associate director explained logistical and other operational procedures.

Formal Presentations

A major input to the institute was made by the twelve carefully selected consultants who were employed to make a formal presentation. The entire text of each formal presentation, except Dr. C.E. Bishop's, is reproduced in the next chapter.

Evaluation Procedures

The evaluation scheme was planned in an effort to determine the degree of success or failure of the individual institute, as well as that of the entire multiple institutes program. In addition to the evaluation findings reported in Chapter IV, the center for Occupational Education at North Carolina State has conducted a more extensive evaluation of the total multiple institutes program which is contained in the *National In-service Training Multiple Institutes for Vocational and Related Personnel in Rural Areas, Final Summary Report.*

The summary evaluation was designed to determine whether the objectives of the multiple institutes program were attained. The objectives of the program implied that the following behavioral changes would take place in participants of the institutes.

1. The institute participants should view themselves as more capable of bringing about change at the end of the program than they did at the beginning of the program.

2. The institute participants should have more positive attitudes toward vocational education in rural areas at the end of the program than they had at the beginning of the program.

3. At the end of the program the participants should view the institute as having met its stated objectives.

4. After the participants leave the institute they should use the information obtained in the institute to bring about changes within the communities and states represented by the institutes.

To assess the attainment of the first objective, Rotter's Internal-External scale was administered to measure the extent to which the participants feel that they have the ability or skill to determine the outcome of their efforts to bring about changes in vocational education in rural areas. The instrument was administered at the beginning of each institute and again at the end of the institute to measure changes in participants' perception of their ability to bring about changes in vocational education in rural areas.

To measure the attainment of the second objective, an attitude scale was constructed to measure general attitudes toward vocational education in rural areas. The attitude scale, Attitude Toward Vocational Education in Rural Areas, was tried out on a representative sample of participants to establish its reliability. The instrument was administered at the beginning and again at the end of the institute to measure changes in the participants' general attitudes toward vocational education in rural areas.

To measure the attainment of the third objective the Formative Evaluation Measure was administered at the end of each of the institutes. The Formative Evaluation Measure provided a measure of the participants evaluation of the program. The instrument included such items as the extent to which the objectives of the institute were clear and realistic, the extent to which the participants accepted the purposes of the institute, whether the participants felt that solutions to their problems were considered, and whether the participants were stimulated to talk about the topics presented.

A copy of this combination Likert-type and open-ended instrument is located in Appendix D. Participant satisfaction with the overall coordination institute, as measured by the instrument at the close of the institute, is described in Chapter IV of this report.

To measure the attainment of the fourth objective, follow-up interviews are being conducted with a sample of participants, using a partially structured interview guide which has been used by the principal investigator in the evaluation of other conferences and institutes. The interview guide is structured to ascertain the extent to which the participants have implemented the project, program or service which they planned during the institutes.

In addition, a sample of State Directors for Vocational Education are being interviewed, using a specially prepared interview guide, to assess their perceptions of the impact of the institutes on changes in the vocational education program in rural areas. The interviews with State Directors are directed primarily toward the assessment of the efficacy of the strategies for effecting changes which were developed as part of the project.

Readers interested in how participants evaluated this institute in so far as attainment of the first, second, and fourth objectives outlined above is concerned, are referred to the evaluation chapter contained in the final summary report of the multiple institutes program.

III. FORMAL PRESENTATIONS

A major source of input to any successful institute or conference comes from the consultants who are selected as presenters. Realizing this the institute directors and other members of the program planning committee, after reviewing and refining the institute objectives, sought to carefully select the best available person to address each topic. Consultants were selected on the basis of their knowledge and experience in the subject area they were to address as well as on their ability to get the message across.

Since supportive services involve agencies and problems of coordination at the national, state, and local levels, consultants were sought who could relate first hand to the problems involved in coordinating activities at each level. Three of the twelve persons who presented papers represented national level programs, one represented regional programs, five were working at the state level, and three at the local level. In addition to the three local level persons who presented papers, seven persons representing various local public service agencies participated in a demonstration meeting designed to illustrate some of the problems involved in coordinating supportive services for vocational education students.

One other selection criterion was also utilized. It was firmly agreed by the planning committee that a comprehensive supportive service program would require the cooperation and active involvement of more than just educators, and therefore, a multi-disciplinary approach should be used in selecting the consultants as well as the institute participants. Keeping this and the criteria previously mentioned in mind, consultants selected represented the following fields: agriculture, counselor education, economics, general education, labor and manpower, sociology, vocational education, and welfare.

The remainder of this chapter is composed of the complete text of each presentation made, with the exception of Dr. C. E. Bishop's paper, which is contained in the multiple institute's program *Final Summary Report.*

THE ROLE OF COORDINATION IN VOCATIONAL EDUCATION

By

Walter M. Arnold *

Examination of the topics and speakers to follow in this institute seems to dictate that I should address the problem of coordinating supportive services for vocational education students in rural areas from a broad overall viewpoint. In the light of such a broad overview, I would revise the topic to "The Role of Vocational Education in Coordinating Manpower Development Programs and Services."

Unfortunately, the term coordination has become a somewhat hackneyed or trite term which has taken on many different meanings depending upon its use in a particular situation or operation. In some instances, it has become a cliche used to cover the lack of clear understanding of a problem and its possible solution.

Rather than dwell on the term coordination I will, for the purposes of this institute and the particular problem of exploring and discussing the necessary supportive services for vocational education in rural areas, try to describe and stress a unification of programs, services, and activities in behalf of meeting peoples' and employers' needs through a systematic approach to the planning and implementation of new and expanded programs. Such a systematic approach takes into account all of the important relevant data and information closely related to manpower development and applies it in an orderly or systematic way so as to lead to the development of alternative solutions to the program problems at hand.

It is interesting to note that the pressure in Congress during the past year and in the current session, from many federal, state, and local sources is on the matter of bringing the many federally aided programs and services to bear on meeting the needs of individuals rather than trying to fit individuals into a particular program. The goal of these efforts is to avoid duplication and overlapping of programs and services.

One of the proposed pieces of legislation in this behalf was termed the Comprehensive Manpower Development Act of 1969. Another piece of legislation designed to do the same thing has been termed the Manpower Development Act of 1969. The demand for this kind of so-called coordination in the form of legislation, which I do not think contains the answer to the problem, is likely to culminate in some kind of Federal Act after public hearings are conducted during 1970.

Practically all previous administrative attempts, at federal and state levels, to bring programs and services together into a useful or meaningful pattern have failed to produce a satisfactory solution. Notable among these attempts has been the Comprehensive Manpower Planning System (CAMPS). Although the goals of this effort were very commendable, the result was a cumbersome mass of paper containing all kinds of various program data and information which could not be collated and unified into a useful plan at the federal or state level.

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One of the finest examples of the application of a great variety of supportive services to rural area needs is the program of Concerted Services in Training and Education. You will hear more of the nature and outcomes of this program from Mr. C. B. Gilliland of the United States Department of Agriculture later in this institute. Very careful attention should be given to the processes of preparation of pre-planning, the joining of various governmental agencies at all levels, the procedures, working relationships, resources available and used, and the evaluation reports on this program now operating in ten rural counties in the United States.

What is needed in order to unify services, particularly at the state level, to meet peoples' needs is a well organized systematic approach to a unified statewide program plan which will in fact "make training opportunities readily accessible to persons of all ages in all communities of the state" as the 1963 Vocational Education Act and the Vocational Education Amendments of 1968 call for in the statement of purpose.

To illustrate generally, assuming that any vocational education program whether in an urban or rural area setting is to have an employment objective, that is, to prepare persons for entrance into or to make progress in a recognized occupation; it becomes absolutely essential that the total manpower supply and demand be developed in detail for the particular area and the whole state. More specifically this means that the total output of graduates be determined from all training agencies and programs and that the total of all current and projected job opportunities be identified in some detail. The specific purpose obviously is to assure that new or expanded programs will be realistic in terms of job opportunities upon completion of the program.

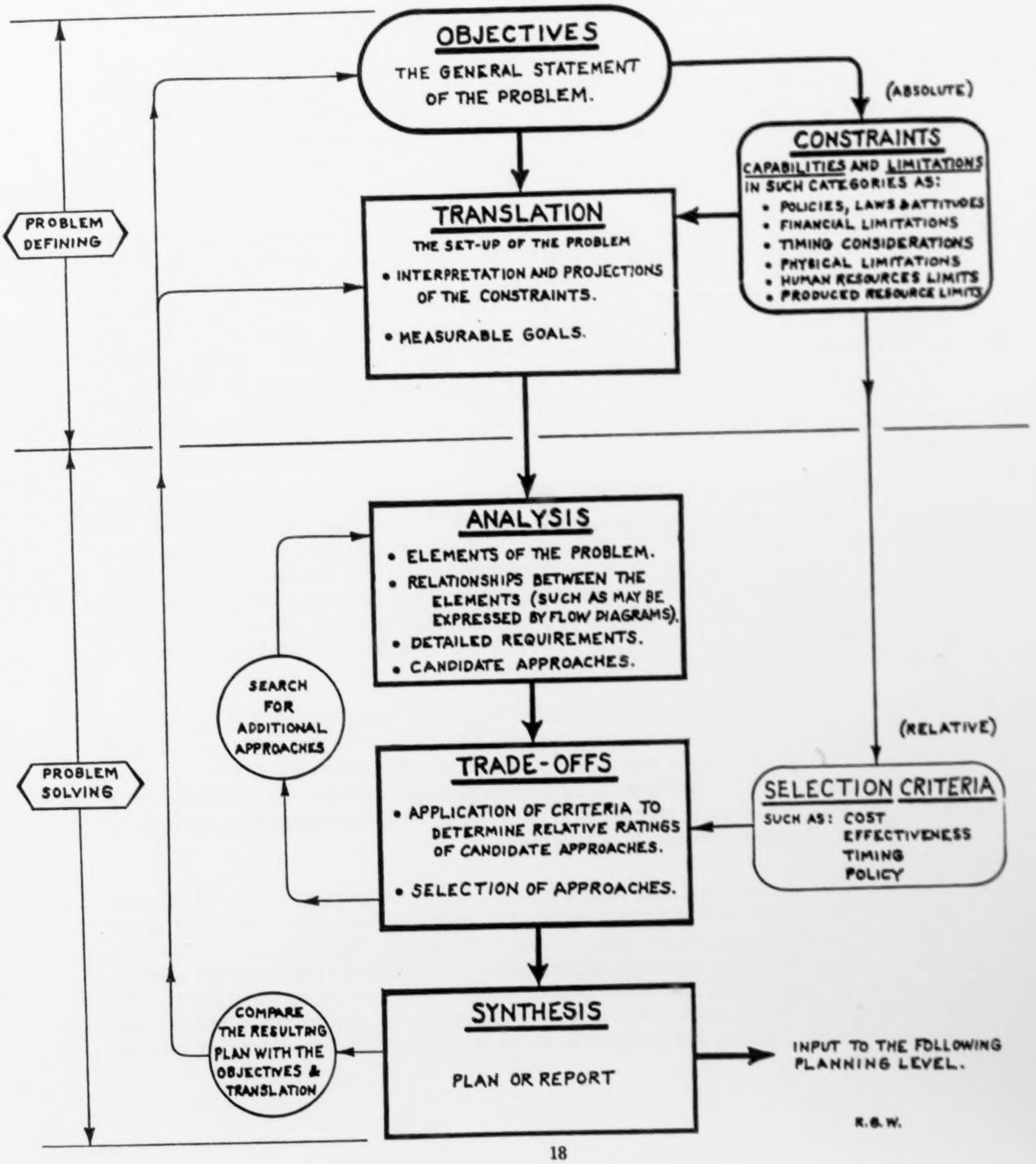
In such an approach, it is most important to set up the general objectives of a program; identify and analyze the constraints or the conditions which surround the situation to be dealt with; identify and quantify the goals designed to meet the general objectives; set up alternative ways of attaining the goals and objectives; and, finally, to make the selection of plans or programs which are presumed best suited to meet the given needs. All of this process sets the stage for evaluating the outcomes of the plans or programs against the objectives which were set up in the first place. Figure 1 portrays this process more in detail.

Public Law 90-576 makes it quite clear that the "State Board," designated or created by state law, is the sole state agency responsible for the administration of vocational education and for the supervision of the administration thereof by local educational agencies, in the state. Although this has always been so in federal vocational education legislation, there is still considerable misunderstanding, at least in some states, as to its purpose and meaning.

It seems apparent that the authors of the first federal vocational education legislation in 1917 foresaw the many difficulties that could be encountered if the administration of the program was proliferated in the states. Over the years, the many legal and policy decisions bearing on this matter, emphasized over and over again in many different ways, that the "State Board" was expected to be, as some put it, "the catalytic agent" in the state responsible for leadership in promoting, planning, implementing and funding the programs in vocational education agencies and institutions.

Figure 1

THE SYSTEMS APPROACH CYCLE


OBJECTIVES
THE GENERAL STATEMENT OF THE PROBLEM.
(ABSOLUTE)
CONSTRAINTS
CAPABILITIES AND LIMITATIONS IN SUCH CATEGORIES AS:
• POLICIES, LAWS & ATTITUDES
• FINANCIAL LIMITATIONS
• TIMING CONSIDERATIONS
• PHYSICAL LIMITATIONS
• HUMAN RESOURCES LIMITS
• PRODUCED RESOURCE LIMITS
PROBLEM DEFINING
TRANSLATION
THE SET-UP OF THE PROBLEM
• INTERPRETATION AND PROJECTIONS OF THE CONSTRAINTS.
• MEASURABLE GOALS.
PROBLEM SOLVING
ANALYSIS
• ELEMENTS OF THE PROBLEM.
• RELATIONSHIPS BETWEEN THE ELEMENTS (SUCH AS MAY BE EXPRESSED BY FLOW DIAGRAMS).
• DETAILED REQUIREMENTS.
• CANDIDATE APPROACHES.
SEARCH FOR ADDITIONAL APPROACHES
(RELATIVE)
TRADE-OFFS
• APPLICATION OF CRITERIA TO DETERMINE RELATIVE RATINGS OF CANDIDATE APPROACHES.
• SELECTION OF APPROACHES.
SELECTION CRITERIA
SUCH AS: COST
EFFECTIVENESS
TIMING
POLICY
COMPARE THE RESULTING PLAN WITH THE OBJECTIVES & TRANSLATION
SYNTHESIS
PLAN OR REPORT
INPUT TO THE FOLLOWING PLANNING LEVEL.
R.G.W.

There is evidence that the states have not always carried out such responsibilities in practice, or at least, certainly not in terms of so-called total unified program planning. These deficiencies explain in part why in a number of cases other boards were legally constituted by some states to administer some vocational and technical education programs. In a broader sense the states have never taken on the full responsibility that might have been conceived originally in coordinating all manpower training activities in a state whether federally aided or not. In any case, one of the purposes of this presentation is to urge that this broader responsibility be taken on and to suggest how it might be done.

It does not seem possible to discuss or treat vocational education planning at the state level without dealing with the local education agency responsibilities and activities in the process. In other words, vocational education program planning has to be a continuous interaction between the state and local levels in order for total planning to be properly unified and coordinated in the state. It is also quite clear that the newly created National and State Advisory Councils on Vocational Education take on much more important mandated roles than ever before. A cursory examination of the new Act discloses that the rules and regulations, policies, planning procedures and evaluation are all to be developed in consultation with the advisory councils. In fact, the new law requires that the State Advisory Councils shall evaluate programs, the vocational education services and activities each year.

There are the considerations of state organization and administration, the role of state personnel, and financial aid policies at the state level, all of the utmost importance in the implementation of program plans. It is obvious, that without consideration of these factors, the most sophisticated program plans would be to no avail.

Statewide program planning of vocational and technical education programs has been at best somewhat haphazard and fragmentary. Apparently this is why Congress insisted on the specificity of program planning in Public Law 90-576. For many years, vocational education programs were rather limited in terms of meeting the many different occupational training needs of the labor force. The continuing demands in some fields for many years were readily identified and accepted. Hence, new or expanded local programs generally established one or more of the common training offerings without so much as a local field study.

Many of the limitations in vocational education were caused by the lack of funds to plan, establish and operate programs beyond the several commonly known occupations. Except for general promotion of vocational education in the early years of the federally aided program, local initiative largely determined the establishment of a program and the choice of occupational offerings. Very little program planning was initiated at the state level and then only after a local community expressed its desire to do something. Too often program planning consisted chiefly of looking at other programs and deciding to do likewise.

As the labor force has grown and diversified, and its needs have been more clearly identified; as the philosophy and practices of vocational education have broadened to take into account the growing demands in agriculturally related jobs, gainful occupations involving home economics skills, technician jobs, health occupations, sales and service jobs, health occupations, sales and service jobs of many different kinds and office jobs; as the federal, state and local funds have been substantially increased particularly in the past five years; and as many other educational agencies and training programs have begun to play an increasingly important part in supplying trained manpower, two conclusions are inevitable:

A. The State Board for Vocational Education and the State Departments of Education should play a much more substantial and important leadership role in statewide program planning, and;

B. There should be developed and adopted an organized, systematic planning procedure in which all educational and training agencies, public and private, can participate in the public interest.

Only in this way does it seem possible that public and private funds can be used most effectively and efficiently in meeting all of a state's manpower needs; that unnecessary overlapping and duplication of effort and expense can be eliminated; that all occupational training programs can be properly coordinated to the end that occupational training programs might not produce surpluses of trained persons in some fields and perhaps at the same time neglect critical occupational demands in other fields; and that occupational training will, in fact, prove to be an economic asset to the state and community.

Occupational training programs of all kinds, public and private, are growing rapidly in all states, especially those in public education. The demand for funds to finance the construction and operation of new and expanding programs is increasing tremendously. Other educational institutions and training agencies are also seeking various forms of increasing public financial support. Therefore, it is essential that the state should examine all of the elements in occupational training and attempt to plan present and future developments in a *total* context.

There are several important underlying elements or factors that need to be identified in any effort to develop an effective total unified program plan of vocational and technical education.

A. Sufficient and attractive job opportunities upon completion of training are absolutely necessary to complete the cycle of basic education, career choice, and occupational education. Since job opportunities are dependent upon the economy, it is important that the competitive posture of the state be studied and analyzed to determine the socioeconomic status and trends in the state. This kind of study can stimulate and lead vocational educators to assist state and local industrial development leaders in attracting new potential growth industries into the state. In this way, it appears that vocational and technical education can, in fact, become an economic asset to the state. Obviously, it is important that there be available a trained labor force which is adaptable to the requirements of new industry through a responsive system of vocational and technical education facilities and programs.

B. Closely following and directly related to socioeconomic analysis is the identification of current and projected trained manpower demand, statewide and locally. Specifically, this would require that the State Board set up ways and means, perhaps through the resources of the State's Research Coordinating Unit and in cooperation with the State's Bureau of Employment Security, to obtain occupational classifications that will be useful in program planning. These data should be studied in relation to the annual and projected supply of trained manpower.

C. The annual output or supply of trained graduates (and qualified early leavers) from *all* training agencies and institutions in the state is a most important input to the process of *total* unified program planning. Here again the resources of the State's Research Coordinating Unit can be utilized to obtain this data.

D. Analysis of the population and enrollment characteristics and trends in the state is also essential from the standpoint of the current and projected potential labor force and those persons' needs. Obtaining data and ways and means of analyzing them should be possible through the Research Bureau of State Departments of Education.

E. In the same way that job opportunities are a key to the successful transition from school to work, so are a wide range of physical facilities, equipment, teachers and other resource requirements essential to the occupational education of the people who need it and can profit from it.

F. It is essential that all types of existing and proposed schools, institutions and training mediums in the state be identified and their present and potential contributions be considered when total unified program planning is undertaken.

The purpose of this presentation is not to "sell" the theory of the formal systems cycle or the systems approach as such. It is rather to develop a practical systematic procedure to attack the problem of total unified program planning at the state level.

Any effective systematic planning requires continuous updating of not only the input data but of the system itself. Application of a flexible system approach should in itself contribute to continuous review, adaptation, revision, and refinement to assure that the system is serving the necessary purposes of Public Law 90-576 effectively and efficiently.

A systematic planning procedure is comprehensive and detailed. It is not a simple formulized method that can be used as a panacea for all program planning ills. It requires serious sustained thinking. It does not make or provide decisions. The procedure should be studied carefully and thoroughly so that its application may make the maximum contribution to decision-making in selecting, establishing and operating the many needed new and expanded programs. The ultimate goal, in harmony with the basic purpose of Public Law 90-576, is to assure the best use of funds in the light of the urgent needs of all the people of the state as well as those of the employers of the state.

Vocational education programs for rural areas should not be looked upon or treated as entities separate or isolated from all other vocational education programs simply because of some peculiarities of the rural environment. In other words, the programs for rural areas should be planned, established and operated as an important, necessary part of a total unified state or area system of vocational education. For example, in Pennsylvania there are now fifty-three area vocational-technical schools operating in a planned total system of seventy-two to seventy-five area schools. Incidentally, these schools now average nearly 1,000 enrollment and nearly twenty-five different occupational offerings. The trend is toward a continuing increase in enrollment and number of offerings. When all of the area schools are operating at capacity a few years hence, about 15 per cent of the population, young and old, in the State will still not be served in any way by these schools. Hence, it becomes necessary for the State to look at other types of schools, programs and services to provide opportunities for those in sparsely populated areas.

Without going into great detail in this presentation, other resources need to be brought into play to serve the other 15 per cent of the people, such as the larger high schools in the vicinity, residential school facilities, cooperative education, work experience or work study, itinerant instructors, mobile shops, and home study possibly combined with educational television instruction or other audio-visual devices. With the great progress being made in the application of modern technology, there is little reason why the ultimate goal of the Vocational Education Amendments of 1968, making opportunities readily accessible to all persons, cannot be attained eventually. Whatever other schools, devices, or resources are brought into play, such programs and activities should be so designed as to be integrated or unified in the total labor supply and demand situation in the particular area and state. Likewise, the programs should be related as closely as possible with the other types of schools and services beyond the rural area in question so that people, particularly the younger persons, at the appropriate time, can move into and take advantage of the greater and better training opportunities in larger administrative units.

There are great benefits to be derived from systematic long-range planning. Among these are the following:

A. Identifies all manpower demands and needs in the state and local areas.

B. Assists in determining and justifying appropriate schools and programs required to meet established needs.

C. Assists in determining the extent and cost of required schools and programs.

D. Helps to avoid wasteful overlapping and unnecessary duplication of effort and cost.

E. Develops close working relationships with other major governmental agencies, state and local, e.g., Department of Labor and Industry, Department of Commerce, State Planning Board, Department of Community Affairs, Local and Regional Industrial Development Commissions.

F. Develops close working relationships with state and local industrial development leaders and employers.

G. Assists in redirecting the state program toward meeting the priority or more critical needs of people and employers.

Obviously, the systems procedure would require a sharp change in state organization and administration of vocational, technical and continuing education; extensive inservice training of all state staff personnel; and extensive preservice and inservice training of all local administrative and supervisory personnel and teacher educators. In addition, there would be required close working relationships and coordination with all state and local education agencies and with other state and local governmental agencies, especially those concerned with economic and industrial growth and development.

It appears to me that vocational education, like many other institutions in the United States, will be judged in the future more on the basis of what has not been done in terms of meeting needs, rather than on its achievements or accomplishments. With such a prospect confronting vocational education, it is imperative that the leadership at all levels take on the new and added responsibility to plan, coordinate and evaluate manpower development programs in a much more sophisticated manner than ever before. Any efforts short of accepting this challenge can only result in other agencies and persons moving in to do so.

Vocational education has always risen to meet critical or emergency demands in the past and there is no reason to believe that it will not rise to the occasion again as new and expanded programs are generated under the Vocational Education Amendments of 1968.

THE CHANGING EDUCATIONAL NEEDS OF PEOPLE IN RURAL AREAS

By

C. E. Bishop *

NOTE: This paper was a background paper used in each of the seven separate institutes which made up the *National Inservice Training Multiple Institutes For Vocational and Related Personnel in Rural Areas*. Since it was used at all the institutes, the text is included in the overall summary report of the institutes rather than in each individual institute report. The presentation at the coordination institute consisted of a tape-slide presentation which covered the entire paper. The paper was also duplicated and distributed to each participant. Questions and reactions to the presentation were handled by Dr. Charles H. Rogers, Multiple Institutes Coordinator, Center for Occupational Education, North Carolina State University at Raleigh.

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A THEORETICAL FRAMEWORK FOR THE COORDINATION OF SUPPORTIVE SERVICES FOR VOCATIONAL EDUCATION STUDENTS IN RURAL AREAS

By

Alvin L. Bertrand*

It is my understanding that the purpose of this institute is rather unique. Very few if any attempts have been made to provide persons in leadership positions with knowledge and skills, beyond those they now possess, for improving the coordination of supportive services for vocational education programs in rural areas. Moreover, it is most impressive when interest is manifested in theoretical models which might provide a base for planning. This is a refreshing switch for the usual headlong rush to find quick solutions to pressing problems. Most action agencies appear to be in such a hurry to get something going that they overlook the basic aspects of program planning, including a total failure to carefully consider their problem and goals in a broad conceptual perspective, before launching action. The results have nearly always been disappointing and sometimes heartbreaking in that many dedicated people see their efforts, resources, and time go for little.

It is apparent that there must have been some obvious duplication of efforts, useless conflict, and general inefficiencies in the administration of vocational education programs, or a conference like this would not have been called. The reason I know something of these problems is that I was fortunate enough to be involved in the evaluation of the Concerted Services in Training and Education program which was pilot tested in St. Francis County, Arkansas. No doubt Mr. Gilliland and others will tell you more about this exciting project.

I do not come to you proposing final solutions to the problems of coordinating the efforts of many individuals and agencies with similar goals, but widely varying structures of support and administration. What I hope to do is provide you with a new way to look at old problems, which may be helpful. I propose to cast the problems of coordinating vocational education efforts in abstract terms, that is as problems of human behavior, and thereby make it easier for you to develop correctional strategies. The utilization of a theoretical framework serves to depersonalize problems of program planning and policy formulation, and promotes rational decisions in the light of what might be termed alternative choices.

The presentation I have prepared draws primarily on models which have become popular in both sociological and management theory. The first is a model of a social system and my approach will be cast in terms of what is known as general or modern systems theory. This approach is designed to help one understand the relationships which social groups (such as families or classes) and complex organizations (such as government agencies and schools) have to one another. The second model is known as a behavioral or interactional model. It is designed to explain the behavior of individual actors, in their capacities as members of groups and organizations. The other models I will treat are designed to help understand the process of induced social change.

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Before I elaborate on these models, I wish to state that my further remarks are made with some trepidation. On the one hand, there is a certain hazard in attempting to present the technical concepts and terms of a disciplinary field in an oversimplified fashion. On the second hand, I am approaching a topic on which I could use considerably more briefing. Frankly, I did not have the time to make an exhaustive study of the number and types of services which are supportive of vocational education programs in rural areas. However, I think I have a general picture in mind, and I feel that my discussion will be appropriate to your aims and goals.

I. *The Social System Perspective: A Macro Framework for Understanding and Coordinating Supportive Services*

The sociologist begins with the assumption that there is a degree of order in human behavior which can be determined through study and research and used for predictive purposes. Obviously the ramifications of this order can be so involved as to present analytical problems which are beyond solution at the present state of this methodological art. However, there is available a growing body of conceptual tools, which are finding increasing applicability in this pragmatically oriented world of ours. In this regard, certain mechanisms which have been worked out can be employed with good results on such problems as coordinating services.

One of the most popular approaches in sociology considers that humans behave within the context of what is called social systems. A system of any kind is "... a set of *components* interacting with each other and a boundary which possesses the property of filtering both the kind and rate of flow of inputs and outputs to and from the system."[1] All systems are function or task oriented, which fact provides a focus for the interaction of their component parts. A social system is a special type of system and can be defined as "... two or more people in interaction directed toward attaining a goal and guided by patterns of structured and shared symbols and expectations."[2] The smallest social system identifiable is the social group previously mentioned. Groups are linked together to make larger systems, already identified as complex organizations. It is within these larger types of systems that bureaucratic structures emerge. Complex organizations in turn, make up communities and societal systems. An understanding of the characteristics of social systems has relevance for the coordination of supportive services in vocational education in ways which I hope to make clear.

The first understanding necessary is that each agency which performs a service is a separate social system. All such systems must then be seen as loosely allied through a system of role linkages in the interest of a mutual concern, vocational education. The purpose of this conference and others like it, is to tighten the linkages or social structures which bond these separate systems together into what may be seen as an overall system of vocational education. The function of the latter obviously would be to coordinate all activity related to vocational education and thus to improve this process in given communities. I maintain this goal can be achieved if attention is given to changing the features of the systems which now exist. Let us take a look at the features of all systems and see how changes might be made.[3] Every social system has:

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[1] F. Kenneth Berrien, *General and Social Systems* (New Brunswick, N.J.: Rutgers University Press, 1968), pp. 14-15.

[2] Alvin L. Bertrand, *Basic Sociology* (New York: Appleton-Century-Crofts, 1967), p. 25

A. System Inputs: Social systems have to have two types of inputs to survive. The first is generally referred to as a "signal" type of input and represents the raw materials which the system accepts for processing. In other words, signal inputs represent work for the system, something which has to be taken in one state and transformed into another. In systems concerned with vocational educational goals, this type of input would be the students which are available and need vocational training.

The second type of input which a system must have is for maintenance of the system. It is what "energizes" the system and makes it capable of work. All vocational agencies need money. They also need space, equipment, books, etc.. Each of these items represents a type of maintenance input.

It can readily be seen that one agency will vary widely from another in its input needs. Our thesis is that trouble begins when the many supportive agencies of vocational education tend to compete for both signal and maintenance type of inputs. We will address ourselves to solutions to these problems in the concluding part of this discussion. However, at this point, it can be noted that both the number of students needing training in a community and the resources available to train them are limited. Therefore, careful planning must be done.

B. System Outputs: All systems justify their existence by an output of some type. The most obvious output of vocational educational system is, of course, a graduated student. System outputs must have a "market value" in the greater societal system within which they exist and function, such as their communities and state, else their continued existence will be jeopardized.

Put in terms of the subject at hand, those agencies supporting vocational education must contribute at a respectable level to the production of a finished product, a student with skills which can be used in the outside world. A student with the wrong kind of skills or with too little skills is not considered a satisfactory output.

Again, I feel this is a place where there is need for a careful study of vocational agencies. Some of the feedback which has been received from studies, such as that done by Concerted Services, indicates a rather frequent mismatch between what is being taught and skills needed by employers. Unless attention is given such problems, our state and national societal systems will cancel their orders for vocational education outputs, that is, cease to provide the necessary maintenance inputs of money and other resources.

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[3] Berrien, op. cit.: see also Walter Buckley, *Sociological and Modern Systems Theory* (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1967). Bertrand, op. cit., pp. 232-235.

C. Steady State: Social systems function most efficiently when they achieve what is termed a steady state. This is a way of saying that a constancy or balance between inputs and outputs has been reached. When a system has reached a steady state it is not in a static condition, it is simply able to reconcile itself to variations in inputs and outputs. A vocational education department's steady state would be seen when it receives, processes and exports students within a community in a generally acceptable fashion, although the number of students might change from year to year. The goal of well coordinated supportive services must be a steady state of operation, which sees each agency contributing to a total effort to produce a high level product.

D. Boundary Maintenance: Every system has a boundary of some sort which separates it from other systems. This is simply to say that the members of a system have ways of determining who belongs and who does not. It is not difficult to imagine that each system must protect its boundaries in order to maintain a separate existence. My feeling is that some of the difficulties in the coordination of supportive services are traceable to such activities. No agency wants to give up control of some or all of its resources or identity, even though it may in actual fact be duplicating services of other agencies. The crucial nature of boundary maintenance is seen in the fact that it is at their boundaries that two or more systems must be coupled in the interest of a common goal. In other words, the links between groups are accomplished by representatives of one group establishing a satisfactory liaison with representatives of a second group. When each such representative presents a competitive rather than a cooperative spirit, a coordination of activities is difficult if not impossible to achieve.

E. Variability and Adaptation: System variability is manifest in the sense that there will be differences between two systems with similar structures and goals. For example, the graduates of one department of vocational education will be better trained than the products of a second department. Variability is also seen in that some operations are set up quite differently from others. One vocational educational department will be nearly autonomous, another will be part of a secondary school system and a third part of a trade and technical school operation. The point here is that the types of operations which have advantages or which function more efficiently should be stressed.

Adaptation refers to a system's ability to survive within its environment. Social systems have the ability to prolong their lives, by responding to "feedback" which comes to them from the outside world. When something is being done wrong insofar as the community is concerned, the word will get back to the system and change will be in order. Schools whose operations become unpopular for one reason or another, and who don't change their ways or adapt, will lose their support. It is probable that conferences such as this are called because of negative feedback. Somewhere, someone has noticed duplicatory and inefficient efforts, and set in motion forces of change.

F. Tension is a Normal Structural Condition: All systems include some type of stress in their structure. System theorists relate undue stresses to a poor structural design. What they mean is that individuals are put into situations where there is more than the usual chance of developing conflict. One classic example is not to have a straight-forward and well recognized line of authority. When workers do not know whom to take orders from and two supervisors can't agree on one another's jurisdiction, then there will be trouble. Tension also comes about because of ignorance of the goals and purposes of what should be cooperating individuals and agencies. When motives are misconstrued as competitive or in conflict, rather than cooperative, stress tends to run high. Those wishing to plan for the coordination of supporting services will have to be careful that their activities minimize rather than maximize the stress already present in the respective agencies they work with.

G. Purposes, Objectives and Functional Unity: Goals and purposes are characteristic of all systems, as mentioned, and are the basis for their unity. However, it is often true that there is a discrepancy between formally stated objectives and actual goals. Said another way, a supportive service to vocational education may be so in word only. Its major work may readily be determined to be directed at some other goal. It is also true that actors in a system are not always too clear on what ultimate aim they should be contributing to. In either of the above cases, one can see implications for supportive services in vocational education. However, the more profound implication is that many variant groups will have to be brought together and made to contribute fully to a generally accepted goal.

In concluding this brief rundown of system features, it is apropos to point out that quite a few other social system characteristics have been recognized and could have been named. The ones presented here were chosen because of their special relevance for the task at hand.

II. *The Individual Behavior Perspective: A Micro Framework for Understanding and Coordinating Supportive Services*

The social system features just presented were designed to help place the overall problem of coordinating independent agencies and groups in some sort of theoretical perspective. However, social interaction is usually accomplished at the level of individual behavior. It is, thus, important that an understanding of what causes an actor to behave in a certain way be derived. Sociologists turn to what is called a behavioral or interactional model for such an explanation.[4] This model includes three structural elements in its composition and is designed to provide a theoretical framework for analyzing deviant as well as nondeviant behavior.

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[4] Bertrand, op. cit., pp. 232-235.

The first variable or element in the behavioral model is the cultural structure. This is simply a reference to the pre-conditioning which the actor has received for his behavior. It is derived from participation in the greater societal culture and in more limited subcultures. It is in this way that one develops a notion of what is right and wrong in behavior. In other words, the cultural structure provides each actor with a "blue print" for behaving, that is an ideal way. In a vocational education department, instructors would derive their pattern and knowledge of how and what to teach from their professional subculture.

The second variable in behavior is the personality element. Each person inserts his personality into an interactional experience. This means that the biological and psychological attributes of persons, such as their race, sex, age, capacities, drives, and self-conceptions, consciously or unconsciously, play a part in behavior. In this regard, there is no doubt that an educational program is more than a body of rules. These rules must be translated through personalities, who may or may not implement them as they should be. In another example, coordinating groups achieve success to the extent their individual members agree.

The third and final element in behavior is made up of all the situational factors over which the individual has no control. These factors range over a wide variety of conditions related to the economic, political, geographic, religious, and family aspects of life. The important thing here is that each actor interprets each interactional situation in a given way, which has significance for his actions. One acts differently in home situations than he does in church or school situations even though the action may be directed toward the same individual.

When two or more persons come together to interact in the interest of some purpose, each develops a cognitive framework or mental picture which is the product of his culture, personality and the situation. In other words, the action taken is the result of a mental process which determines what is considered to be the right way by that person. When behavior is deemed to exceed permissive ranges and to be unacceptable it is termed deviant and said to cause disorganization.

The implications of the above model for coordinating supportive services is that it helps explain why some goals which seem so rational and logical, are so difficult to accomplish. Each actor assigned to work on a cooperative agreement is likely to think first of his own group's aims and goals and to defend its boundaries vigorously. This leads to the final part of my talk which is designed to show how the models described can be used to work out strategies for coordinating supportive services to vocational education in rural areas.

III. *Strategies for Planning in the Interest of Coordinating Supportive Services*

First, let me suggest that no problem as complicated as the coordination of supportive services in vocational education can be solved without a considerable amount of work and dedication. In this vein, it seems to me that the first task in the grand strategy which must be worked out, is a matter of stock taking. In any community or state there are discernable quantities of needs and resources. There are also agencies assigned the use of resources in efforts to meet needs. In vocational education, needs are represented by the number of clients who can profit by training in certain skills. The determination of this number cannot be a matter of speculation. Realistic planning must be based on hard evidence. Vocational education resources in a community are represented by the number and quality of facilities available, actual and potential budgetary sources, and availability of needed personnel. Reliable answers can also be obtained to questions of this nature if one is willing to do the necessary research. The nature and kinds of supportive services available and the type of sponsorship these services have, must also be determined. This is not as easy a task as it may sound. Over forty different organizations were identified by the planners for the CSTE program.

Information of the above type will provide insight into the inputs (signal and maintenance) which are available for a comprehensive vocational education plan. It may be found that there are too many potential students for the resources locally available or it may be that resources are so plentiful they are being used unwisely. In either case there is a need for coordinative effort in the interest of working out a balanced program. It is at this point that it pays to be aware of problems which can arise within and between systems such as boundary maintenance, a lack of adaptability, high tension levels and misdirected objectives.

Obviously, some sort of social mechanism must be developed for the purpose of coordination. In sociological parlance, a coordinative interstitial group must be formed, so that the necessary liaison between the various groups and organizations involved can be established. The formation of such a group is the second step in coordinating supportive services. An interstitial group is one which is formed by bringing representatives of all interest groups and organizations together—for the purpose of coordinating and controlling their activity. I do not have a specific recommendation for the procedure which should be followed in the formation of a coordinative interstitial group for supportive services in vocational education. However, it appears that the method used in St. Francis County, where a project coordinator was selected by local leaders, is worth looking into. In the formation of a coordinative group, planners for vocational education should take care to get every supportive agency represented by the most powerful man in that agency, one who can and does make decisions and can initiate action.

The goal of an interstitial coordinative group is, of course, to bring about the most efficient match between resources and needs which can be achieved. Here is where a knowledge of the behavioral model previously outlined comes into its own. Obviously, those who wish to bring about coordination should be well briefed on the organizations potentially involved and on the personalities of their key representatives. Situations should be structured so as to provide the best possible climate for rational, cooperative planning.

At this point it may help to borrow from management theory, which provides us with the idea that a coordinative interstitial group is a coalition bringing together individual members of organizations with potentially widely varying preferences. Management theory further points out the objectives of interstitial groups must be reached by a bargaining process, that is, some compromises must be made by the representatives of the various agencies until a goal can be agreed upon. At the time agreements are reached, the interstitial group becomes the new vehicle through which decisions affecting all groups are made and it no longer represents a body of competing individuals but an organization with a single purpose.[5]

How can the problems of coordinating vocational education programs be fitted into the above scheme? It seems to me a third type of strategy—that related to induced social change must be employed.

Sociologists have worked out two models which have relevance here. The first is related to what has been termed the stages of social action.[6] Those of you who will have an active part in programs designed to bring about coordination of supportive services might think in these terms. The first stage in social action is the careful analysis of existing systems or what is termed the prior social situation. After this is done, the second job is building interest in the program to be proposed. At this point several sets of actors must be recruited. An initiator set must try to involve persons whose names and positions are meaningful, that is, they represent power in the community. This second group is known as the "legitimizer set" and their role is to lend the weight and prestige which is necessary to put over the program proposed. After legitimizers have been obtained, there is need of a "diffuser set" of individuals. These are persons who will do the leg work necessary to get the message out to all persons and agencies who must be involved. The latter are said to represent the "target group." Once the "word" has been spread and a favorable reaction received, then the time is ripe to call for the formation of an interstitial group.

In the work which must be done with individuals, in supportive agencies, in the community, and in coordinative interstitial groups, it will be found that each individual will go through a mental process before accepting a new idea. This process is known as the diffusion process, and is characterized by five stages, as follows:

A. An Awareness State: When the individual becomes aware of some new idea such as coordinating supportive services.

B. An Interest Stage: When the individual wants more information about the idea or product.

C. An Evaluation Stage: When the individual makes a mental trial of the idea. He asks himself, "Can it be done and will it be better than what is being done now?"

D. A Trial Stage: When the individual decides that the idea has possibilities, he will try it, if possible. Apparently individuals need to test a new idea even though they have thought about it for a long time.

E. An Adoption Stage: The final stage in this mental process is the adoption stage. This is characterized by large-scale, continued use of the idea, and most of all, by satisfaction with the idea.

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[5] Mason Haire, *Modern Organization Theory* (New York: John Wiley & Sons, Inc., 1967), p. 79.

[6] *Increasing Knowledge in Social Science Among Agricultural Educators* (Washington, D. C., U. S. Dept. of Health, Education, and Welfare, Office of Education Bureau of Research 1968), Chap. VII.

It is helpful, when one is attempting to bring about change, to understand the diffusion process. There is, however, one additional model which completes the theoretical underpinning needed to approach a problem such as the promotion of a coordinated program of vocational education. This is the model known as the adoption process, which explains the differences among individuals in the rate at which they adopt new ideas. Five classes of adopters are recognized as:

A. Innovators: The first few persons to buy a new notion.

B. Early Adopters: Those persons who are quick to see and take advantage of new ideas.

C. Early Majority: Those persons who move to new ideas slightly ahead of the mass of people.

D. Majority: The remaining persons who will eventually adopt the idea.

E. Nonadopters: The persons not adopting the new notion.

I hope that my presentation will be of some use to you, as you move toward the planning of coordinated supportive services for vocational education. My aim was to provide a sort of theoretical foundation for the strategies which will have to be worked out. I extend my sincerest wishes for success as you embark on this worthy endeavor.

CONCERTED SERVICES IN TRAINING AND EDUCATION PILOT PROJECTS

By

C. B. Gilliland *

Concerted Services in Training and Education (CSTE) projects are underway in pilot areas in five states. These projects consolidate the combined resources of appropriate federal, state, and local departments and agencies to meet the occupational training and related educational problems of the residents of rural areas and small towns. Cooperation among leaders at all levels is a key to the outstanding results being achieved.

The President's Cabinet level Rural Development Committee established under Executive Order 11122 recommended at its May 1964 meeting that a task force be established to explore the feasibility of developing concerted services projects in selected rural areas. This committee grew out of efforts to give special help to rural areas, which started with Executive Order 10847 issued in 1959 and continued under Executive Order 11122 in 1963 and Executive Order 11307 issued in 1966. The sixteen-member task force, representing almost as many different education and training programs, was drawn from Health, Education, and Welfare, Labor, Agriculture, Commerce, Interior, Office of Economic Opportunity and the Regional Commissions.[1] A major function of this group was to plan and give general direction to the pilot projects.

Under the new Executive Order 11493, the President of the United States on November 13, 1969, directed the Council for Rural Affairs among other things, to encourage the fullest cooperation between federal, state, and local governments, with special concern for rural initiative and local decision-making. This provides a real opportunity for utilizing the findings of the CSTE pilot projects to further extend the effectiveness of cooperative education and training efforts in rural areas.

In the early meetings of the Federal Interdepartmental Task Force, the urgent need of rural people for more education and training was recognized. The task force was especially concerned with the fact that three million rural residents had less than five years of schooling, approximately nineteen million had not completed high school, and only about half as many eligible rural as urban youth were going to college. Although some progress was being made in getting rural residents to participate in the newly established education and manpower training programs, the proportion of rural participation was still less than half that in urban areas. The task force also found that lack of trained workers was an important factor hindering economic development efforts in many small towns and rural areas.

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[1] See Attachment A for list of task force members.

For the past several years millions of rural people have remained unemployed and underemployed because they lacked job training and experience. Large numbers of these have migrated to cities and industrial centers in search of jobs and a better place to live. Many have found disappointment and despair. Viable communities must be able to deliver quality education, health, and other services to their citizens. Both rural and urban development can be more successful if they provide a range of goods and services that American citizens are willing and able to buy. Even in a highly commercialized, successful farming area the community may need to add other industries to help finance desirable community services and to broaden the local opportunities for education, training, and work. Typically, these new industries will be a mixture of nonfarm industries, including some that demand high levels of technical and professional training.

After several months of diligent planning, the task force recommended that the pilot projects be conducted in Minnesota, Arkansas, and New Mexico. Oklahoma and West Virginia were added in 1968. The pilot effort was designed to get data and experience from a wide range of conditions, including people, geographic areas, education, and economic development.

In the selected states, the governors were contacted by the Secretary of Agriculture, as Chairman of the Rural Development Committee, and asked if they would be interested in participating in joint concerted services training and education projects. The response from the governors was favorable in all five states. A small task force representing the federal agencies met separately with a special committee appointed by the governor of each of the selected states. Following these meetings, the state committees made their recommendations of the counties that should be selected. Leaders in the counties chosen were contacted by a small group representing the federal and state agencies, to discuss with them their interest in conducting a concerted services project in their area. In each of the areas, a local coordinator was employed to work with community leaders, citizen groups, and representatives of local, state, and federal agencies responsible for administering various education and training programs.

The areas and coordinators selected are as follows:

State	*County*	*Coordinator*
Arkansas	St. Francis, Cross, and Lee	Dwayne N. Couchman Harold C. McAllister
Minnesota	Todd, Wadena, and Otter Tail	Sherman Mandt Jared Smalley
New Mexico	Sandoval and San Miguel	Henry A. Gonzales Henry Brito
Oklahoma	McCurtain	Edwin G. O'Day
West Virginia	Calhoun	Larry A. McCallister

The salaries, secretarial, and travel expenses of the coordinators in Arkansas and Oklahoma are underwritten by the Department of Labor; in Minnesota by the

Department of Health, Education, and Welfare; New Mexico by the Department of Health, Education, and Welfare, and Interior; West Virginia by the Appalachian Regional Commission. The costs have averaged about $30,000 per area. The coordinators are local residents, well trained, with a good knowledged of local people and their problems, and an ability to work well with people. They have varied background experience; two in public education, two in vocational education, one in agricultural extension, two in manpower utilization, and one in journalism. The Washington liaison between the coordinators and the participating agencies is supplied by the Department of Agriculture.[2]

A series of training meetings and conferences was held in Washington in which more than thirty representatives of seven federal departments and agencies participated. In addition, meetings were held with several of the National cabinet level officers or staff members. Washington personnel have participated in planning meetings in each area with local coordinators, lay leaders and representatives of all agencies involved. The State Employment Services in the selected states conducted manpower inventories (Smaller Communities Survey) which provided data on training interests, needs and job opportunities as a basis for full development of the CSTE program. A good choice of training projects relating to the more obvious needs of each area was developed even before the manpower inventories were completed. The resources of Manpower Training (Labor), Office of Education (HEW), and Office of Economic Opportunity (OEO) were used to get such training efforts underway.

A wide variety of education and training projects has been provided including work experience projects; basic adult education classes; occupational training in many different fields such as electronics, printing, practical nursing, operating engineer, farmer (dairy management); multi-occupation projects such as health, clerical, custodial, auto mechanics, and service station operation; VISTA projects; Neighborhood Youth Corps; and Head Start projects.

These pilot projects in the five states have from two to five times as many participants from rural areas in new training and education programs as participated before the pilot effort was begun or as are participating now in adjacent rural counties. Furthermore, many new job opportunities have been created in the pilot counties. In the three original pilot areas, over 30,000 have already participated in some type of special education and training activity. This includes some duplication, since many basic adult education enrollees later joined Manpower Development Training Act projects. Others joined classes to upgrade their skills.

An independent evaluation of the concerted services approach has been made by the Center for Occupational Education, North Carolina State University at Raleigh, in cooperation with staff members and consultants of state universities in selected states. Their report is very favorable. The director of this evaluation has stated that "this project is long on ideas and dedication of personnel, low on cost, with benefits that appear to be highly promising." The highlights of this evaluation have been summarized.[3]

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[2] See Attachment B for duties of CSTE coordinators.

[3] See Attachment C: Memorandum from B. Eugene Griessman, Evaluator and Project Director, Center for Occupational Education, North Carolina State University to Secretary, CSTE Interdepartmental Task Force dated September 12, 1969.

Much credit for the success of these CSTE pilot projects is due to the careful planning and dedicated contributions of many local, state, and federal leaders. At the federal level, I would like to mention some of those who made valuable contributions who are now retired from federal service. They are: A.T. Mace (Agriculture) who was Chairman of the Interdepartmental staff group serving the cabinet level Rural Development Committee; Dewey Coates (Labor) and Tom Prather (HEW) who were co-chairmen of the original study group; Walter Arnold (HEW), co-chairman of the CSTE task force; and Herbert Folken (Agriculture), Washington liaison. Much credit for the success in keeping the co-chairmen, members of the task force, and coordinators informed on the various aspects of the project is due my secretary, Dessie Metz. I have had the privilege of serving with the various groups since the origin of the CSTE pilot projects.

Attachment A

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Attachment B

DUTIES OF LOCAL COORDINATORS CONCERTED SERVICES IN TRAINING AND EDUCATION PILOT PROJECTS

The local coordinator under the general supervision of the Interdepartmental Task Force has responsibility for general direction of the Concerted Services efforts within the pilot county or area. He assists local lay leaders and representatives of county, state, and federal governments in developing the various projects that are adaptable and needed for the particular area. Duties are approved by the appropriate state agency handling the coordinator's payroll.

He works with the rural people and representatives of the various agencies in achieving the following objectives:

1. Develop general operational patterns for concentrating all of the available, emerging, and necessary agencies and resources on the occupational education problems, and as necessary on the health, welfare, socioeconomic, and related problems of those residing in the communities.

2. Identify existing and potential employment opportunities and occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

3. Develop ways in which these rural communities can provide educational, guidance, and other services needed to help people become employable and secure employment. This would include development of plans for:

   — increasing basic educational skills

   — providing vocational counseling

   — improving general conditions of health and correcting physical conditions

   — developing occupational competency.

4. Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

5. Demonstrate that a concerted occupational education effort, based on local involvement, will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

6. Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs and make recommendations for necessary adjustments.

The local coordinator will report to the Interdepartmental Task Force through the Washington Liaison for the Concerted Services in Training and Education projects. The coordinator does not approve or reject any proposal or project developed by the local people or agency local people or agency representatives, but uses his skills to assist in getting needed project proposals into the proper channels for consideration, approval, and implementation.

Details of time and attendance record keeping for the local coordinator are handled by the applicable payroll office. Authorization for travel and annual leave is handled by the agency paying the salary and travel expenses. This is done in close cooperation with the Washington Liaison.

1-22-70

Attachment C

NORTH CAROLINA STATE UNIVERSITY

CENTER FOR OCCUPATIONAL EDUCATION
RESEARCH—DEVELOPMENT—TRAINING

September 12, 1969

SUBJECT: Concerted Services in Training and Education

TO: Secretary, CSTE Interdepartmental Task Force

FROM: Dr. B. Eugene Griessman, Evaluator and Project Director,
Center for Occupational Education, North Carolina
State University

Nature of the program. Concerted Services in Training and Education (CSTE) is a program of economic development now under way on a pilot basis in rural areas within five states. Authorization for CSTE grows out of three Presidential Executive Orders (Nos. 10847, 11122, 11307).

Statement of the problem. In a period of vigorous national economic growth many rural areas are failing to keep pace. Factors that contribute to this problem —and those that are dealt with by CSTE — are as follows:

1. Rural areas typically lack the requisite personnel to promote area development.
2. Individuals and groups are not organized to achieve realistic goals.
3. The government communication net which spreads valuable information usually terminates in the big cities. Thus, rural residents do not learn about resources that have been made available for problems that they encounter.
4. Government agencies that serve rural people tend to drift into easy traditional patterns within which narrow ranges of services are rendered.
5. Existing means of coordinating available resources are often ineffective. Enormous gaps exist and, in some instances, wasteful overlaps.

The CSTE concept, resources and costs. CSTE seeks the participation of rural people in training and education programs. In order to do this, the program trains and equips a local individual to be a change agent and consultant. The sites for the pilot projects are rural areas where socioeconomic problems are acute.

The costs of the project are comparatively low, averaging $31,667 per year (based upon current budgets). Coordination costs at the Washington level are estimated at an additional $14,000 per year. The local coordinator has a salary, travel expense, office space, secretarial assistance, and in two states, an assistant coordinator. His strategic resources are: (1) knowledge and expertise in resource development; (2) legitimation from existing government agencies and local leaders; (3) a specific commission to coordinate action and to initiate new projects (No coordinator, however, has authority over any local action project.); (4) assistance from the Interdepartmental Task Force. The success of the project is due in no small part to the efficient coordination at the Washington level by the CSTE Washington liaison, C.B. Gilliland (USDA), to the leadership exercised by the co-chairmen, John S. McCauley (USDL), Sherrill McMillen (DHEW), and the participation of the members of the Interdepartmental Task Force whose names are attached to this document.

Evaluative criteria. Even though the primary mission of CSTE is training and education, it is not a school and school evaluation techniques should not be utilized. If it were a school, the evaluators could count the number of graduates, assess the techniques by which they were taught, and calculate the economic and social benefits that accrued. CSTE, however, has not trained a single individual, and these measures should be regarded as secondary or tertiary products of the project. The primary impact of CSTE is seen in the local coordinator's role as a coordinator, consultant, information broker, and change agent. Evaluating activities such as these requires the use of sociological techniques. Those that have been utilized include critical event analysis, participant observation, opinion polling, and analysis of selected economic statistics.

Evaluation findings. The evaluation team has found substantial evidence that CSTE is attaining its stated objectives. A number of specific accomplishments are carefully documented in the separate state reports. Essentially, however, the thrust has been in the following areas:

1. Making training opportunities available where none previously existed. Example: Before the arrival of CSTE, no vocational training programs existed in Sandoval County. The coordinator was instrumental in directing the attention of school leaders toward vocational education. As a result proposals were submitted and funded so that today a modern vocational complex is in operaton and vocational programs are offered in bookkeeping, typing, office education, automobile mechnics, building trades, refrigeration, electricity, agriculture, nurses aid, printing and drawing.
2. Expanding training opportunities through wide course offerings. Example: In Arkansas, total participation in all ABE classes increased from 183 students in 1965-66 to 576 in 1967-68. Of the 1,564 students enrolled during the three-year period, 751 received training in a program linked with a comprehensive program. As a result of the Arkansas coordinator's initiative, 17 classes relating to electronics were offered to over 290 trainees in order to meet employment needs of a local television manufacturer.
3. Bringing about fuller utilization of employment services. Example: Labor Force and Manpower Surveys have been conducted in Todd and Wadena Counties (Minnesota) under the direction of a Department of Labor team. The Minnesota coordinator publicized the surveys and made rather extensive use of the gathered information. The Todd County Survey (1966) registered 6,009 and the Wadena County Survey (1968), 5,175. The coordinator was also instrumental in securing the services of a representative of the Minnesota State Employment Service who now spends one day each week in the CSTE office.

4. Organizing for area development. Example: The evaluation team reports that the local Technical Action Panel (Minnesota) has been revitalized since the arrival of CSTE. In New Mexico a community development organization known as Bernalillo Development Corporation has been organized. Already this organization has brought two small industries to Bernalillo.

5. Providing expertise and consulting services for local leaders. Example: The evaluation teams conducted extensive interviews with local leaders and agency heads in each of the areas served by Concerted Services. Ninety-four percent of these individuals indicated that the coordinator had provided them with useful information.

6. Expanding job opportunities. The evaluation team found few instances where new industry had moved into the pilot areas. Attracting industry to rural areas is, admittedly, a difficult assignment.

Recommendations

1. Site selection. In its present form CSTE, as an approach to social change, appears to lend itself to rural counties that are conspicuously lagging in economic development, not to every rural county in the U.S. Moreover, counties should be chosen where local leaders express willingness to participate in the project. A limited geographical area—perhaps one county—should be chosen as the primary target area wherein the local coordinator concentrates his effort initially. As soon as his efforts have produced visable effects within the primary area, he should expand his activities to a wider secondary target area where he would provide continuous but of necessity, less intense consulting services.

2. Structure of the program. The evaluation team strongly urges that CSTE avoid identification with any one action program or agency, that Washington liaison services be enlarged in keeping with the expansion of the program, that the Interdepartmental Task Force be maintained and staffed with high level personnell and that local-Washington linkages be maintained in preference to intermediate regional structures. Continued budgetary contributions from the several participating departments and agencies seem most likely to protect the interdepartmental flavor of the approach.

3. Staff qualifications. We recommend that individuals with advanced training and wide experience be sought. The local coordinator should be familiar with the area that he serves and, if possible, be known and respected by local people. Novices are to be avoided. Salaries should be commensurate with high-level qualifications and experience that are sought. Members of minority groups should be employed both at professional levels and on the secretarial staffs.

4. Method of expansion. In order to assess whether or not the positive effects of CSTE will continue in an expanded version, it is recommended that new project areas be phased in by units during a comparatively extended length of time. By this means any diminishing returns should be recognized and evaluated rather readily.

Thus far CSTE has functioned essentially as a straight-line organization and our evaluation is based upon this approach. Variations are available, however, and these could well be explored and evaluated in an expansion. One such possibility is the use of land grant university systems as a partially neutral base of action for the local coordinators. Under such an arrangement memoranda of agreement between the university and appropriate CSTE administrators would specify lines of authority and access to subject matter specialists (such as community development specialists) presently available.

5. Evaluation. It is recommended that when additional CSTE projects are contemplated, implementation be preceded by evaluation so that base-line data can be secured for future analysis. Internal evaluation should be maintained during the expansion and, whenever appropriate, evaluation by an outside evaluation team.

6. Training of coordinators. The evaluation team recommends that new coordinators be given on-site training by the present coordinators. The orientation program in Washington should be maintained along with periodic briefings.

7. Local programs. The evaluation team recommends that each local program be permitted to evolve in such a way that the activities will be particularly suited to local needs. Formal, restrictive guidelines should be avoided.

8. The Interdepartmental Task Force. The Task Force is, in a sense, the employer of the coordinators. It provides the coordinators with authorization to cross agency boundaries, provides them with job security, and gives them access to vital information and contacts. The benefits, however, can be reciprocal. Task Force members and other Washington-level officials could utilize local coordinators as a strategic source of information to find out how government programs are faring at the local level.

9. Recognition of the program. The evaluation team feels that it is important for local leaders to know about CSTE in order that they might utilize the services of the coordinator. We therefore recommend that appropriate publicity for the project be implemented by existing agencies in the pilot area. Members of the Task Force should be able to arrange for this effort through local representatives of their agencies. In this way the coordinator would have little need to advertise his own program.

10. Participation of the poor. The evaluation team finds abundant evidence that low-income people have been helped by the training programs in the CSTE pilot areas. But a need still exists to attract wider participation of these people, not only into the training programs, but to the planning process itself. The present coordinators seem sensitive to this need and efforts should be continued, if not intensified, in this area.

B. Eugene Griessman

THE COOPERATIVE AREA MANPOWER PLANNING SYSTEM

By

John S. McCauley *

Programs for improving the employability of workers have been authorized by several laws, including the Area Redevelopment Act (1961), the Manpower Development and Training Act (1962), the Vocational Education Act (1963), the Economic Opportunity Act (1964), and the Vocational Education Amendments of 1968. Under the provisions of these laws, a wide variety of manpower training programs have been established by many different agencies. To help coordinate the planning and administration of manpower programs, the Department of Labor, in collaboration with other federal agencies, has established the Cooperative Area Manpower Planning System (CAMPS). This paper described the development of the CAMPS system, discusses problems that have arisen in its operation, and outlines some of the new proposals that have been made to further improve the coordination of manpower programs.

I. *Need for Coordination*

The number of different programs that have been established has increased the need for careful planning and coordination to avoid confusion and duplication of services and to assure the most effective utilization of the limited resources available. The situation is further complicated by the fact that in most of the manpower programs sponsored by the federal government, important functions are performed at different levels of administration — national, regional, state, and local. Moreover, as manpower programs have placed greater emphasis upon serving the disadvantaged, more complex programs have been developed to meet the needs of such workers. Programs of this type may combine, not only elements from various manpower training programs, but also a variety of supportive services provided by several different agencies. Careful planning and coordination are required to make sure that the right type of service will be made available to the disadvantaged worker when he needs it, because a delay in receiving needed services may cause him to drop out of the program.

Improved planning is especially needed to provide manpower programs for smaller communities and rural areas. Such areas have often been neglected when manpower funds were allocated. To some extent this results from the fact that the rural community may not have anyone who knows how to prepare manpower training proposals and bring them to the attention of officials responsible for funding these programs.

Even the few educational and training resources that exist in rural communities are often not used to best advantage. For example, an occupational training program in one school may duplicate a similar program only a short distance away, while much needed training in another occupation may not be available throughout the entire area. A well ordered planning system increases the likelihood that rural communities will be able to develop manpower programs directed to their particular needs.

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II. *The Development of a Coordination System*

The passage of the Manpower Development and Training Act (MDTA) in 1962 resulted in a significant increase in collaboration among agencies in the manpower field, especially between the public employment service and vocational education program administrators. Before any training program could be approved in an occupation, the employment service had to certify that there were not already available unemployed workers qualified for the occupation, and that there was a reasonable prospect that graduates of the program would be employed. Vocational educators were responsible for seeing to it that the required classroom training was provided, while the Bureau of Apprenticeship and Training was assigned the task of developing on-the-job training. To help carry out these responsibilities, MDTA Operations Committees (formerly called coordinating committees) were set up, composed of representatives of vocational education, the employment service, and apprenticeship training. These committees have continued to play an important role at state and local levels in the development and approval of MDTA programs.

After the passage of the Economic Opportunity Act, steps were taken to include the newly established community action agencies in the coordinating and planning process. The Manpower Administration of the Department of Labor, the Office of Education of the Department of Health, Education, and Welfare (HEW), and the Office of Economic Opportunity in 1966 requested their state counterparts to encourage the participation of local representatives in developing joint annual plans for manpower programs. Other federal agencies have joined this effort, including the Welfare Administration and the Vocational Rehabilitation Administration of HEW, the Bureau of Indian Affairs and the Water Pollution Control Administration of the Department of the Interior, the Civil Service Commission, the Economic Development Administration of the Department of Commerce, the Department of Housing and Urban Development, and the Department of Agriculture. Because of the emphasis placed on developing plans for specific geographic areas, this system was called the Cooperative Area Manpower Planning System (CAMPS).

CAMPS is a voluntary system. Each agency retains the responsibility for administering its own programs. However, participation in the approval of a CAMPS plan by an agency constitutes a moral commitment by that agency to carry out its part of the plan. The system has been strengthened somewhat by recent federal legislation which has recognized the role played by CAMPS. For example, a 1968 Amendment to the Vocational Education Act requires that State Plans for vocational education be developed in collaboration with the CAMPS system.

A national level CAMPS committee issues overall goals and guidelines and sees to it that necessary instructions and technical assistance are provided. State plans are approved at the regional level. The national group reviews state and area plans on a post audit basis.

III. *Establishing an Appropriate Local Planning Unit*

An important part of the CAMPS process is the designation of the geographic boundary lines for the local area. Initially, emphasis was given to developing CAMPS machinery in each of the major Standard Metropolitan Statistical Areas. States could also designate other specific areas. Communities not included in a designated CAMPS area frequently felt that their manpower needs were neglected and that they did not get a fair share of available resources. To help solve this problem, Arkansas has divided the entire State in CAMPS areas. Most other states have adopted this approach.

Recent instructions issued by the federal agencies provides that every community in a state must be included in a regular CAMPS area with its own CAMPS Committee, however, this may be effected by establishment of a special "Balance of State" committee that covers all or most non-metro areas. This approach has been applied in several states.

In determining the boundary lines of a CAMPS area, consideration should be given to making use of any functional economic areas that have been established in connection with their economic development programs. Such areas are usually multi-county trading areas that tend to be cohesive. Functional Economic Areas, as defined by Dr. Karl Fox of Iowa State University, are multi-county units which exhibit six basic characteristics. In the first place, residents of the area have a feeling of identification with the larger community which serves as the center city. Second, residents of the area tend to commute extensively within the area. Third, traffic patterns show an increasingly heavy flow as one moves toward the center city. Fourth, a common mass media communications pattern usually exists. Fifth, a Functional Economic Area has some semblance of an organized economic layout. Finally, distance seems to be a practical criterion for delineating the area. Commuters and consumers show a willingness to drive for up to one hour to reach the center city which has the full range of goods and services and a wide spectrum of job opportunities. In Iowa, at the present time, such a commuting distance is usually from fifty to sixty miles outward from the center city.

State CAMPS committees should periodically review the operation of area committees to determine the feasibility of establishing new areas, consolidating existing areas, or otherwise modifying area boundary lines.

IV. *Information to be Included in the Plan*

State and area CAMPS plans should include information on the following items:

A. General Description

1. Location: the economy of the area and factors affecting it; including type of industries, important technological changes, action by local government and by community organizations and similar considerations.

2. Current population and labor force, and recent trends in the area.
3. Current employment by major industry and occupation, and recent trends.
4. Anticipated social and economic developments that will affect human resources. This should include population changes, an assessment of important shifts in occupational patterns, sizable employment changes in major industries, planned expansions or shutdowns, and similar developments.

B. Identification of Manpower Problems

1. Unemployment: the number and rate of unemployment for current month; annual average for the preceding calendar or fiscal year; and an estimate of the number of different individuals who were unemployed in the past year.
2. Trends in unemployment during the year.
3. Characteristics of the unemployed.
4. Factors causing unemployment.
5. Underemployment — level, characteristics, and contributing factors, including analysis of persons who are not now in the labor force but who need assistance in preparing for and seeking employment.
6. Significant occupational shortages or surpluses, and changes in the labor market in recent months, including a description of contributing factors and of the impact on manpower program target groups.
7. Problems which the various target groups encounter in adjusting to the job market, including such items as unrealistic employer hiring specifications, discrimination, lack of adequate skills, and transportation.
8. Other pertinent information, including such items as excessive in or out-migration, and labor management or race relations problems.

C. Additional Information

A CAMPS plan should also include information on the age, sex, color, educational attainment, and other characteristics of disadvantaged workers and others especially in need of manpower services. The plan should describe manpower programs that have operated during the past year, non-federally assisted programs expected to operate in the forth-coming year, funds expected to be carried over from the current year into next fiscal year in federally assisted programs, and unmet needs and gaps in services, together with an explanation of what needs to be done to overcome these shortcomings. These data on needs and resources constitute the first part of the CAMPS plan, which is prepared each year in the late fall for the following fiscal year.

The second part of the CAMPS plans outlines the specific activities and services through which federally assisted manpower and relatedprograms will meet local needs and objectives. Such plans are made in accordance with information provided the committees on the federal policies, objectives, targets, and budgetary estimates for each man-power program. Since the second part includes data on federal manpower program resources for meeting local and state needs proposed in the President's budget, this part of the plan cannot be prepared until announcement of the President's budget. The second part is usually prepared in late winter or early spring.

V. *Staff Support*

Approximately 500 staff members have been assigned on a full time basis to assist CAMPS committees at the state and area levels, in accordance with agreements that the Department of Labor has made with the governors of the various states.[1] About one-half of this group work at the state level. In some states it has been agreed that these new positions be placed in the State Employment Security Agency, while in other states they have been placed in the State Planning Office or some other state agency. At the area level, however, most of the new positions have been placed in the State Employment Security Agencies. Staff members at both the state and area levels work under the general direction of the chairmen of the CAMPS committees to which they have been assigned.

VI. *Role of Advisory Committees*

The Manpower Development and Training Act has placed heavy emphasis on the role of advisory committees composed of representative of employers, labor unions, minority group organizations, and other groups interested in manpower. Such committees have been established at the national, regional, state, and local levels. Advisory committees encourage employers to respond to manpower requirement surveys, help appraise manpower needs, suggest the relative emphasis that should be given to training in various occupations, provide technical advice to vocational educators and other manpower officials, and help link government training programs with programs conducted by employers.

Some disagreement has arisen concerning the role that advisory committees should have in the CAMPS process. Some feel that the advisory committees should be merged with the CAMPS committees. This approach would give advisory committee members an opportunity to participate in decision-making, which might increase their sense of involvement and their participation in other manpower activities.

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[1] In the spring of 1970 arrangements were made to provide approximately 200 additional CAMPS Secretariat staff to strengthen CAMPS in metropolitan areas.

On the other hand, some manpower officials feel that the advisory committees should be consulted at various stages of the planning process and have an opportunity to review a draft of the CAMPS plan, but should not participate in the decision-making process. According to this view, the members of the CAMPS committee should carefully consider the recommendations of the advisory group, but not feel obliged to accept them. This approach has the advantage of leaving the decision-making in the hands of the manpower officials who, later on, will have responsibility for conducting the manpower programs.

VII. *Types of Programs Included in CAMPS*

Since the coordinating committees were first established under the Manpower Development and Training Act, there has been a tendency to widen the range of activities included in the coordination process. At first, the committees were concerned only with occupational training funded under MDTA. As more emphasis was placed on training for disadvantaged workers, the committees also turned their attention to basic education programs and supportive services that were needed to assure the effective participation of such workers.

In some states, CAMPS committees have not confined their attention to federally funded programs. In Oregon, for example, State and local programs involving the expenditures of a wide variety of State funds have been included in the CAMPS program.

As programs have become more complex, there has also been a tendency for CAMPS committees to go beyond the usual manpower programs, and consider related educational and training activities including public school courses, apprenticeship programs, and short-term training in industry. Although the committees are not able to exercise any control over the operation of such programs their interest may have had some influence on the conduct of these programs, especially in regard to their linkage with federally financed manpower programs. In fact, the CAMPS machinery provides a framework that could be used by local leaders to review the educational and training needs of the entire community.

VIII. *New Legislation*

Several bills have been introduced in Congress to consolidate separately conceived manpower programs and to create a comprehensive manpower services system. Under the proposed Manpower Training Act (H.R.13472 and S. 338), each governor would appoint a State Manpower Planning Council, and a State Manpower Agency would be established to administer the basic manpower program. The Secretary of Labor would administer a grant program, issue guidelines, and approve state plans. Concurrence by the Secretary of Health, Education, and Welfare would be required for programs within HEW's traditional area of responsibility. The proposed legislation also contains an "economic stabilizer" provision which authorizes a ten per cent increase in program funding when the national unemployment rate reaches four and one-half per cent for three consecutive months.

Passage of the Manpower Training Act would make even more important the work of manpower planning bodies and manpower advisory committees. The new legislative proposal would further strengthen the coordination of efforts being made at the national, regional, state, and local levels to increase skills and job opportunities throughout our economy.

COORDINATING PROGRAMS AND RESOURCES AT THE LOCAL LEVEL THROUGH CONCERTED SERVICES IN TRAINING AND EDUCATION

By

Dwayne Couchman*

In meeting its objectives on the local level, Concerted Services in Training and Education (CSTE), with emphasis on training and education as related to occupational education problems and as necessary on health, welfare, socioeconomic, and related problems, assists local lay leaders, public or private, profit or non-profit organizations, and representatives of the county, state and federal governments in identifying and studying area problems. CSTE works with these agencies in planning, developing, and coordinating various projects that are adaptable and needed to solve such area problems as training, education, employment, recreation, housing, and water and sewer. Futher it serves as a liaison and resource for the agencies and organizations in helping to locate funds through various contacts. It then assists in getting the project proposals into the proper channels for consideration, approval, and implementation.

CSTE makes suggestions, organizes programs, and helps to locate sponsors to provide services in the area that will give residents the opportunity to improve themselves and their community.

The CSTE coordinator works closely with all agencies in expanding the job opportunities within the area. Assistance is provided local development corporations and organizations in bringing in new industries which create new jobs and educational leaders in creating more educational and training opportunities.

Under the CSTE program, all resources available from federal, state, and local agencies are used in assisting local people to meet their needs for education, training, and overall economic development. This includes assistance to the disadvantaged, upgrading skills of those already employed and promotion of programs to give more and better opportunities to all residents.

The fact that CSTE does not sponsor any programs, nor has it the power to approve or disapprove a single program, makes it a noncompetitive program. Instead it operates as a netural program and can work with any agency, program or committee in meeting the needs of the people.

For the past few years I have worked in a dual role as a coordinator and liaison person in assisting local lay leaders and representatives of the county, state, and federal governments in identifying problems and developing adaptable and needed programs, particularly in the fields of training and education. In order to carry out the programs in a coordinated manner, we have had to utilize every available local, state and federal resource and every opportunity at our disposal.

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Actually, we have hardly begun to accomplish the two major CSTE objectives — problem identification and problem solving.[1] The reason for this is that the problems have long been with us and are quite complex. Nevertheless, what has been accomplished has been brought about through a closely coordinated working relationship between Concerted Services and various agencies and organizations. A coordinated relationship had to be established because in problem solving, various agencies must know what each is doing and planning. In order to keep various agencies informed, I try to circulate among them as much as possible, to let them know what is going on and find out what they are doing. Through this procedure some agencies have been able to utilize services of which they were previously unaware. It is also felt that this has brought about a closer working relationship and that all concerned have reaped many benefits.

Circulating between agencies and programs helps to set up a line of communication and at the same time diminish excessive overlay and duplication of services. It also helps in identifying problems and in numerous cases we have been able to help them determine the direction of programs. Often, an additional hand may have to be extended to help them until their feet are on the ground. More than likely before their project or problem is completed or solved they will be back for additional Concerted Services help. In providing help of any kind, we feel it is important to give the agency or organization or committee the credit. The better we can make them look, the better off we are. As previously stated, we are not in competition with anyone.

Before either problem identification or problem solving can be accomplished considerable groundwork must be done. The following procedures have been of great benefit in identifying problems and have also provided a start for problem solving.

Developing the groundwork for a Concerted Services effort requires knowledge of the history and dynamics of the community or area. One can often learn to identify the leaders through the determination of non-leaders. Nevertheless, non-leaders should not be dismissed as they sometimes are innovators of a high order. Therefore, weigh what they say.

One must also know where people turn most often for help or assistance. One must know where the listening posts are in the community. Find out literally what is happening, what bothers the residents, and to what stimuli they react most actively. One might profitably begin finding the listening posts at the barber shops, the bars, the pool halls, grocers, the beauty parlors, and the restaurants. In addition to the traditional neighborhood hangouts, one might also seek out the well established Neighborhood Center which may be part of the Community Action Program. Many of the neighborhood leaders have been hired by the poverty program, and often much of the action in a community can be found there.

The best way we have found to understand the community is simply through legwork of beating the bushes to become acquainted. In the process people learn to know you and the purposes of your program.

In short, while you are learning the history and dynamics of the community, you are also establishing the beginning of a communication network, the lack of which is one of the major barriers to successful coordination.

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[1] For simplicity, CSTE objectives are referred to as problem identification and problem solving.

One of the most effective ways of identifying problems is through a comprehensive survey. These surveys should be done by professionals. A survey was taken in St. Francis County at the start of Concerted Services by the Area Development Section, Smaller Communities Program of the Arkansas Employment Security Division, in order to pinpoint the many needs and problems. This survey was promoted by CSTE as a base for future development of the rural area and information gathered has been valuable. Area development survey teams are available to any county in the state, and they have an industrial development liaison to provide quick service and advice on labor market conditions in order to facilitate decisions of industrialists to expand.

The survey showed a strong need for basic education in the fundamentals of reading, writing, and arithmetic by many residents of the county. CSTE utilized this information as support to help others throughout the area secure funding of basic education programs. The Concerted Services area now has the largest rural Adult Basic Education (ABE) program in the state. We have worked closely with local school systems, agencies concerned with vocational education, and utilized the outreach services of the Office of Economic Opportunity (OEO) to reach a cumulative total of over 2000 people enrolled in ABE since the inception of CSTE. Without the combined coordinated efforts of several agencies, this enrollment would not have been accomplished. A basic point we use in emphasizing ABE at many agency meetings is that "in our area if a person does not have at least an eighth grade education, it is difficult for them to obtain satisfactory employment." Therefore, ABE becomes the foundation upon which any training or upgrading can be built and becomes a major target for manpower development. We realize that there is still a large number of people with less than an eighth grade education who need ABE and that a large number need remedial education.

Crowley's Ridge Vocational-Technical School in cooperation with a local union, has established remedial education classes leading toward taking the General Education Development (GED) test; and the groundwork is being done to development an experimental project in ABE.

The survey also pointed out training needs in the area of environmental health and gave us the data needed to help solve problems in this area. One of the main things that we have found in establishing programs is that there is definitely a lack of communication about what is going on or being planned. Weakness in communication exists because of the lack of an established communication network among organizations and between organizations and residents of the community. Since regularly established communication patterns do not exist between agencies, they tend to be isolated from each other. You have probably heard, "We don't know very much about what other agencies are doing; it doesn't seem very important to us." To me, this is a major problem at the local level.

To bring about better communication and to work toward problem solving, existing committees have been used and additional ones formed. If CSTE is working with an existing committee or involved in forming a new committee, we must find ways to keep it moving and the people involved. This can be accomplished in several of the following ways:

1. The CSTE coordinator becomes a participating but ex-officio member of the committee. If it can be prevented, he never accepts official leadership positions or even a membership position because this tends to tie him down and hinder his working relationship with other committees. However, the coordinator must let it be known that they can call on him at any time, and that he will do anything he can to assist. Through this procedure the coordinator tends to become a trusted resource person. I have worked with several different committees at one time without actually belonging to any.

2. When setting up a committee, the first thing to do is involve as many various organizational people as possible and suggest the establishment of a goal or goals for the committee. An example will serve to illustrate. In one of our counties a group of people interested in starting to upgrade health conditions called a meeting and I happened to be present. Incidentally, I was not invited to this particular meeting; but I try to attend as many different meetings as possible to let the people know of my interest in community problems and that I am available to help solve them. As the discussion continued it was evident that here was a group of people trying to get something started, but they were somewhat lost. It was also evident that there was not a cross section of the community present.

   The CSTE coordinator asked for and was granted the floor and explained that although he was not a member of this committee, he would like to offer some suggestions. It was pointed out that a cross section of the community should be represented on the committee, and that a public meeting should be held and representatives of the State Health Department be invited to explain what might be done to help solve the problems. The coordinator was immediately asked to set up this meeting. His reply was that if the local health committee would be the sponsoring committee and a definite date set, he would be glad to ask the state people to come. Several days passed and he heard nothing, so he contacted some of the people at the meeting and asked what had happened. Well, they had decided that it wasn't their responsibility to set up this meeting since there was a health committee already established and it was their responsibility. Although representatives of this committee were at the meeting they said nothing of the previously established health committee. The coordinator persuaded one of these persons into calling the chairman of the previously established committee to tell him of the other group meeting. The chairman thought the suggestion was an excellent idea, called the committee together and set a date for a public meeting to discuss the health problems of the community. I contacted State Department of Health personnel and representatives readily agreed to come. The meeting was held, several needs were determined and the goals of the health committee were identified. The coordinator purposely avoided involvement as much as possible since he was trying to encourage them to assert leadership. Several weeks later, the coordinator contacted some of the people to see what was taking place. People were talking but that's about all that was happening.

   The next event in this example started when the coordinator learned that the recently formed Association for the Mentally Retarded was interested in setting up a Day Care Center for the mentally retarded but did not know where to begin. On invitation, he went to their next meeting and was able to give them the information they needed. At the same time, he suggested that perhaps they might want to set up a Sheltered Workshop. This provided them another goal, both of which were eventually achieved through the assistance of the Welfare Department and the Vocational Rehabilitation Division. The involvement and success of the Association for the Mentally Retarded prompted the local health committee to establish a Mental Health Association and a Mental Health After Care Clinic. During a subsequent meeting it was brought out that nurses aides were badly needed, so the coordinator contacted Crowley's Ridge Vocational-Technical School to see what could be done about establishing classes for nurses aides. He then contacted the local hospital to determine the availability of training stations which proved to be insufficient for the envisioned training program. Therefore, he contacted local nursing homes and arranged for a meeting between the hospital and nursing home administrators to work out a training program for nurses aides in connection with the local vocational-technical school. Incidentally, in order to keep the health committee active, one of the members made these visits with me, relaying information back to the committee. All of the nurses aides trained were employed with the assistance of the Employment Security Division.

3. In trying to guide the selection of committee members I have tried to suggest possible candidates and a potentially good chairman from among those suitable for such work. A coordinator's discreet involvement at this stage can measurably enhance the success of the committee's efforts.

4. After the committee organizes, my first task is to motivate the committee to accept the goals which would require it to become action oriented. In order to establish such goals, I have found that it is highly desirable to contact individual committee members several days before, explaining the meaning of action oriented projects and programs to them. The value in working behind the scenes is that the coordinator is better able to establish and maintain rapport with the chairman and committee members in which case positive attitudes will more likely be enhanced as proposals are brought into public view and discussion.

5. If a committee member tends to become non-functional in his or her attendance and/or performance, a little extra attention given to the person will often revitalize their interest.

6. There are occassionally some desirable persons whom you feel should serve on a committee, but who are too busy with other commitments. In such cases, personal contact with them to explain the purpose, objectives, and functions of the committee will often gain acceptance to serve on the committee. Sometimes the person contacted will delegate another person the responsibility and authority to speak for him and the company or business.

7. Try to use a committee which is already established rather than setting up a new one because the number of available committee members is most often limited. It is better to increase the scope of a committee's activities than to appoint to additional committees the limited number of persons suitable to serve on such committees. So, look around and see if you can utilize an existing committee.

8. One final suggestion on committees: do not try to completely control the committee, let the members make suggestions and do your best to carry them out. If you make all the suggestions you will end up right where you were before the committee was formed, and a nonfunctioning committee is a waste of time. I once heard a man say, "If I am going to have this committee, they are going to do what I want." He formed his committee and had one meeting. I later talked to one of the members about the meeting and the first thing he said was, "I won't be back to another one." When asked why he stated, "I accepted his invitation to serve on the committee inorder to try to help, but it was very obvious that no one but him would ever say anything or get to make any suggestions." So far as I know, even though attempts have been made, this committee has never met again. Make your suggestions, but also listen to the suggestions of others and follow through on them. It is surprising what can sometimes be accomplished through a member's suggestion.

Another problem that coordinators are frequently confronted with is that of getting the appropriate agency to sponsor a needed program. Suppose that a new program has become available and has been identified as one that would have a definite bearing on the community. The program is pointed toward a definite agency and although this agency knows the program is available, no move is made toward implementing the program. The agency probably doesn't know enough about how the program could be used, may not be interested in finding out, and may not want to take on the added responsibility.

Concerted Services is often faced with the task of selling a program to an appropriate agency. If the outcomes are to be successful, there are several approaches that have been found to be very helpful.

You must first arm yourself with all the ammunition that you can muster; legislation, requirements, and knowledge of whether the funds will cover all phases of the program. Staff and administrative supplies are usually taken care of as are funds for skill training. However, if the program is to be coupled with the Adult Basic Education program, for example, funds from another agency will have to be obtained. If the program includes prevocational training, a local vocational school may be able to provide assistance if your goal is explained to them.

We try in most programs to utilize funds from several agencies instead of just one. This generally relieves some funds for more training and at the same time tends to result in stronger coordination between agencies, as there is a tendency to feel that they are all part of the program.

Following the compilation of information, a visit with the director of the agency in question is appropriate. Discuss the good things that his programs have done and mention briefly the new program. This will give you a chance to find out his reactions and whether or not he is interested. If he is interested, then proceed with what you have found out about the program and offer your assistance in any way possible. If this interest is genuine he will often ask for your immediate assistance in preparing an application for funding and your help in putting the program into operation. However, don't let yourself end up writing the entire proposal as this tends to defeat the CSTE purpose.

Now let us suppose that the agency is not interested in the new program. Then usually it will be necessary to make a second visit for the purpose of generating enough enthusiasm to sell the program. This time you should have in writing an outline of the program including how the agency, through the program, can be the leader in involving other agencies. Since the key word today seems to be coordination, if the agency can be shown how it can become the prime mover in the coordination effort, it may tend to show more interest. I also make it a point to have proof that the agency qualifies for the program funds and know where the proposal is to be submitted. At the same time, I offer my help in preparing the proposal and my assistance once the program is funded.

You may run into a situation where the local agency will have to obtain permission from the state agency to sponsor a program, and the local agency is reluctant to ask for this permission. Experience indicates the most effective method in such a situation is to assist the local agency in writing a letter to the state agency asking for its permission. Send along with the letter the prepared outline and proof that the agency is eligible for program funds. It is important that the coordinator not write this letter. Unless the local agency injects its thinking on the program in the letter and has a good understanding of it, it will not be able to respond adequately to additional questions about the program if questioned by the state agency.

It has been my experience that state agencies are very interested in local agencies sponsoring programs, particularly if some additional staff can be provided, but are hesitant if the program means only additional work.

Even after an agency has agreed to sponsor a program, a problem of incomplete funding may arise. If the anticipated funds from the sponsoring agency will be sufficient for only one aspect of the program, the other co-operating agencies must be kept abreast of the funding situation. It is always prudent for the coordinator to examine possible alternative sources for funding should any of those arranged for fail.

As funding becomes secure, attention must be given to briefing all the personnel involved in the program from the various participating agencies. It is also important at this time to arrange through the mutual agreement of all agencies to have supervision of the program under the control of the sponsoring agency.

With any new program it is very important that everything such as facilities, personnel, and equipment be ready to function before the first participant arrives to start his training. If eager participants arrive only to be told that, "For the next few days until equipment arrives, we will just discuss what we are going to do," much of the potential value of the program will be lost.

The following is a case history of one of our most successful CSTE programs. The program was acceptable to federal, state, and local agencies and involved funding from several sources. I believe it offers a good example of coordination.

The basic program is geared toward the training and counseling of migrant workers. The eligible participants are paid a training stipend and are taught basic education and given prevocational training. Funds for the program were provided in the following manner. The local Community Action Program (CAP) became the sponsoring agency and furnished funds for the administrative staff and equipment for the prevocational training. The local school system, through the ABE program of the State Department of Education, provided the teachers and teaching supplies. The vocational school provided transportation until Title III-B funds could be obtained to purchase a bus for their use. However, strong cooperation between the two agencies still exists in that when vocational school students miss the bus, they are free to ride the Title III-B bus and vice-versa. The buses are also used interchangeably to the two agencies as needed.

As participants become prepared for jobs they are routed through the local office of the Employment Security Division (ESD) for placement. If after completing the Title III-B program additional training is needed, the participant is further counseled by ESD and/or vocational school personnel toward further suitable training, such as MDTA programs, which are timed to start when the people complete the Title III-B program.

Agency referral has become a two-way street. For example Vocational Rehabilitation, the Neighborhood Youth Corps, and the Concentrated Employment Program have referred persons to the cooperative Title III-B programs and the latter has referred many of its graduates to the former. In short, a number of people, who were previously not employable due to language, mathematical, or other skill deficiencies, are now employed in a stable job.

Other examples of meeting additional needs are as follows. A need for actual work experience including supervision by the television repair class at the vocational-technical school was handled by contacting local television businesses explaining the need and the goals to be accomplished. All but one business agreed to provide the students with experience and supervision. The result was better trained students who were motivated to do bettter classwork and knew what to expect upon entering a job.

Another need was that of training cashier-checkers for local businesses. When contacted, the vocational-technical school readily agreed to provide the training if space and equipment could be secured from other sources. One of the local grocers, who was moving to a new building, was contacted and agreed to allow the use of his old building and cash registers for these classes. By this time we had decided to establish a trade extension course and wondered if such a course might also be used to train interested high school students in distributive education. Interest was shown in the proposed program by the high school which resulted in a training program for for high school students, vocational school business education students, and locally interested persons.

Recently, meetings have been held involving agencies dealing with poverty in an attempt to avoid duplication and overlap of programs by bringing about better coordination and communication in such areas as jobs and job training, housing, and health. It is too early to tell the outcomes or even if there will be any, but at least an attempt is being made.

To fully coordinate and utilize the resources of the community in the support of vocational education students in rural areas, cooperation must also include the businessmen of the community. Moreover, an outreach effort must be made to inform the general populace of the various programs for training and retraining which are available to those living in the CSTE area. In recognition of this need the CSTE coordinator prepared a booklet containing a short resume of the services local, state, and federal agencies provided, who could be contacted for further information and the telephone numbers and addresses of the agencies. These were distributed to all the agencies and to the general public at various public meetings. As a result, many agencies reported an immediate influx of people who needed a particular service but just did not know where to go until the information was put in their hands.

In summary, it is important to work closely with all agencies, businessmen, and other persons who are concerned with improving the vitality of their communities through services which support the training and education of rural people. Let the agencies and the public know what you are doing, and ask them how you can help. In turn, they will ask you the same and a line of communication and coordination between agencies within the community can be started.

The procedures and suggestions mentioned are simply some things that CSTE has done and some means that we have found effective in coordination, communication, and program development. Basically, we have endeavored, through the use of imagination, goodwill, and our desire to maintain and utilize every resource and every opportunity at our disposal, to help the people of our community.

THE ARKANSAS CAMPS PROGRAM

By

Thomas R. Stover *

During the last decade a vast array of domestic social programs were enacted by the Congress in an attempt to respond to the call of Presidents Kennedy and Johnson for a New Frontier and a Great Society. Many of these programs, while diverse in themselves, had or developed similar components, especially in areas relating to manpower. For example, the Federal Departments of Housing and Urban Development; Labor; Health, Education and Welfare; Interior; and the Office of Economic Opportunity, to mention only the major ones, administered programs in the manpower area which dealt with job counseling and placement, training, equal employment and the like. In some instances agencies were competing with each other for the same raw material, for the same people. This, in turn, engendered a propensity on the part of individuals in the target groups to be served to shop around to find the "best deal" as they saw it. Too often an individual in need of training placed great weight upon the amount of stipend or family allowance permitted by a particular program, rather than evaluating it in terms of what it would do for him in the long run.

About the middle of the decade, some members of Congress began to become uneasy about the plethora of programs which had been initiated. They started to question individual agency administrators about the conduct of programs under their care. This congressional concern prompted federal managers to start checking with each other to see what their counterparts were doing in the field of manpower. Although some federal agencies had attempted to work together in the past to administer programs with similar purposes, there was very little in the way of precedent for joint action. As the problem was studied, it became very apparent that gaps and duplications were resulting. Some needy people were left out of manpower programs because they did not readily fit into any of the existing ones. Others required several different types of help in order to become productive. Too often this help was not available in the sequence which would make it most useful to the client, or the client remained ignorant of the full range of services available to him. All too frequently, even those who worked directly with the needy and disadvantaged did not know about all the manpower services available in their area. In order to meet the need for joint efforts to aid the needy and disadvantaged, the Cooperative Area Manpower Planning System (CAMPS) was established early in 1967. Initially, CAMPS was merely a cooperative arrangement among five federal agencies. The Departments of Labor; Health, Education and Welfare; Housing and Urban Development; Commerce; and the Office of Economic Opportunity. Further emphasis was given to the program when President Johnson signed an Executive Order in August of 1968 making the CAMPS concept official government policy. Subsequently, the Departments of Agriculture, Interior, and the United States Civil Service Commission became a part of the CAMPS team.

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The Arkansas CAMPS Program

We in the Arkansas CAMPS Program recognize that the focal point for joint action is the local area where manpower services and their clients come together. Therefore, our basic CAMPS units are Area Manpower Coordinating Committees. A typical area committee includes local representatives of the participating federal agencies, their state or local counterparts, and any other services that offer education, welfare, rehabilitation or the like. CAMPS encourages participation, also, by community leaders, labor union officers, employers and others who are concerned with manpower.

A. *Coordination Procedures at the Local Level*

Here in Arkansas, we have eight area CAMPS committees. To facilitate overall planning, the boundaries of the local CAMPS committees are the same as those of the eight individual Economic Development Districts within the State. The basic task of a local CAMPS committee is to develop a blueprint for its area that links federal programs and state and local efforts. To do this, it surveys local manpower needs, draws up an inventory of services, and sets priorities for action, based upon which of the local problems it feels are most urgent. Local CAMPS committees foster the type of cooperation that enables all manpower programs to do a better job for local people. Examples of this include: (1) meshing the federal Office of Education's vocational training and remedial education programs with Department of Labor manpower programs; (2) linking the Concentrated Employment Program with the nearest offices of the United States Civil Service Commission and state and local public employment offices, so that all government agencies offer the maximum number of training and job opportunities to the disadvantaged; (3) coordinating concentrated employment and model cities programs so that they work together to bring about better access between homes and jobs by inducing industry to locate where the disadvantaged live, by providing housing near jobs, and by improving public transportation.

While CAMPS operates at every level, the heart of the system is the local area. It is the people in the cities, towns and rural areas working together towards the goal of assuring that the disadvantaged and needy in their area receive quickly and effectively the manpower and related services best suited to their needs.

B. *Coordination Procedures at the State Level*

At the state level, we receive planning guidance from both the national and state administrations and transmit this information to the area committees for their assistance in formulating their plans. We also supply technical assistance to areas as needed in the preparation of their comprehensive plans. After each of the local CAMPS committees develops its manpower plan, it is forwarded to the state coordinating committee where conflicts among the manpower plans of the local areas are worked out so that those most in need of services on a statewide basis are actually getting them. It is also at this point that the overall manpower planning of the state government can be reconciled with the local plans, and where plans for areas and groups with special problems, such as the rural poor and migratory workers, can be built into the area plans as necessary. Our coordination is done largely by face-to-face contacts between our state CAMPS staff and persons assigned to work with CAMPS by individual agencies and groups. Since we have little in the way of authority over each of the entities with which we work, our task is primarily a selling job. We must show those whose assistance and cooperation we need why it would be to their advantage, and perhaps to the advantage of the client group they serve, to assist us in our endeavors.

All of the local plans, after coordination and combination, make up the blueprint for the state. Each state plan is sent to a regional coordinating committee.

As can be seen from its description, CAMPS is cooperation. It is an effort to mesh all manpower and related services to help the poor and disadvantaged so that: (1) an unemployed mother can leave her children at a day-care center funded by one agency while she takes a training course offered by another, (2) a man can start work under one program while a second helps him find low-cost housing near his job, (3) one service gives an older worker the health care he needs in order to work at the job he finds through still another program, (4) a high school dropout can participate first in a work experience program and later in a skill training course, and (5) those who work with the disadvantaged and undertrained know about all the services and training programs available in their areas so as to minimize having unfilled slots because people who could profit from the training were not reached. Woodrow Wilson once said, "The highest and best form of efficiency is the spontaneous cooperation of a free people." This is what CAMPS is attempting to achieve.

MODEL CITIES AND PROBLEMS INVOLVED IN THE COORDINATION OF FEDERAL PROGRAMS AND FEDERAL SERVICES

By

Tom McRae *

As federal agencies assume increasing responsibilities for providing funds and other resources aimed at solving problems on the local level, we find a rapidly increasing need to coordinate these services. The system of categorical grants through which the bulk of the federal money filters down to the local level is a chaotic hodgepodge of programs administered by a number of agencies and departments, many of which have overlapping jurisdictions and often find themselves competing to do a specific job in a local community.

In passing the Demonstration Cities Act in 1966, the Congress of the United States gave life to the model cities concept. Model cities was intended as a new concept which would provide at the local level a planning and coordinating agency whose job would be to develop comprehensive plans for all problems affecting a local community and provide for the systematic flow of grant funds to the community. In addition, through the use of model cities supplemental funds local communities were given a block grant of unattached funds that could be used to solve community problems for which other federal, state or local funds were unavailable.

For example, Texarkana, Arkansas, received approximately two million dollars in model cities supplemental funds. These funds could be used to attack any problem defined in the Comprehensive Model Cities Demonstration Plan. In Texarkana we have used these funds to match other federal categorical funds and to develop projects for which there was a need but no federal money available.

To secure designation as a Model City, a city must first make application for the program. Texarkana was one of approximately sixty cities across the nation awarded First Year Planning Grants in 1968. Approximately sixty additional cities were awarded planning grants the following year.

Before Texarkana could begin spending any money, it was necessary to assemble a comprehensive planning staff and develop a Comprehensive First Year Plan. The aim of the program was to take the disadvantaged areas of the community and demonstrate that by utilizing comprehensive planning techniques, coordination of all agencies in the community that impact on the model neighborhoods, and involving the citizens in the planning and development of projects that the quality of life of the community could be substantially improved and the red tape surrounding coordination and communication by various agencies could be cut drastically.

We believe that significant strides have been made in this direction. However, tremendous problems remain. All federal agencies who are likely to have any project

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that would impact on a model neighborhood or local community are asked to designate representatives to coordinate programs on a local level and also on a regional federal level. These committees discuss all model cities projects and review them as a committee prior to their funding.

These review committees have had some impact in improving interagency communication on a federal level. However, the need of the model cities program to secure swift implementation of projects and to cut red tape has served to spotlight some of the inefficiencies and poor management techniques utilized by state, federal and local agencies. The following examples are illustrative of some of the frustrations we have encountered during our planning process. These examples are not intended to discredit the individual or agency, on the contrary we hope that these experiences might contribute to the ultimate improvement of our state and federal process and delivery system.

I. *Example*

The Texarkana, Arkansas, Comprehensive City Demonstration Plan was submitted to the Department of Housing and Urban Development on February 28, 1969. We had been assured that processing and funding would follow in a maximum of 90 days, possibly less. Funding was announced June 30, 1969. The delay was unconscionable and caused irreparable harm. The following are a few specific repercussions:

A. Programs designed for summer impact could not be implemented. One exception was a summer recreation program. The delay in program implementation denied us the opportunity to secure some quick, visible impact and enhance the credibility of the program in the community. As a result of our failure to deliver, some citizens have begun to suspect we are just another of the long line of projects that overpromised and underdelivered. Another consequence was that a substantial part of our First Year Action Plan became irrelevant.

B. Federal agencies which tentatively committed 1969 fiscal year funds to projects which had local matching shares to come from model cities supplemental funds must commit these funds before June 30, 1969. Because of the uncertainty surrounding the date of tender of model cities funds, federal and state agencies are obligating these funds elsewhere. Texarkana, Arkansas, has already lost $80,000 in potential funds and there is every indication the total may go to $150,000. There is no indication that these lost funds might be recaptured in 1970 fiscal year funds.

C. Staff morale suffers. Dedicated people often become totally disillusioned with the system.

D. Before its designation as a model city, Texarkana, Arkansas, had few resources. The total budget was $800,000 per year. Throughout the current interim funding period cities are asked to put continuing model cities costs "on the cuff." Our city fathers felt this placed an undue strain on city cash reserves. A special exception was made for Texarkana and an additional $20,000 planning money was provided to ease the strain of more than $40,000 actual cost incurred. We appreciate the concern and hard work that permitted an exception to be made in our case. However, this was only a partial solution, it does not ease the problem for other cities. Would it be unreasonable to authorize an advance of supplemental funds upon submission of the planning report rather than wait until it creaks through the federal process?

II. *Example*

When the regional interagency review team came to Texarkana we expected a dialogue on the purpose and potential impact of individual projects and groups of projects. This was not the case. Questions were directed at possible minor budget concerns or narrow questions surrounding individual project applications. Few of the questions related to overall conceptual approaches.

Interagency team responsibilities are generally added to the normal work load of most federal officials. At the regional review session we found that most had not read Part I (Problems, Causes, Goals, and Strategy) and Part II (Five Year Projections) of the comprehensive plan. They limited their review to Part III (First Year Action Programs) in their own particular area of expertise. The overall goals and impacts of our program were never discussed during our participation in the review process. Our plan was reviewed by people who had no conception of our total comprehensive approach.

Given the current federal system this is understandable. Federal employees are generally limited to specific project categories. However, this approach is totally incompatible with the model cities concept. It prohibits any sort of dialogue between city staff and federal interagency team members.

III. *Example*

The federal interagency review of the Model Cities Comprehensive Plan occurs at two levels, in the region and in Washington. The Texarkana model cities agency had only one direct exposure to this review process when team members came to Texarkana as was discussed in the previous example.

Federal review team members met in closed sessions in Fort Worth before coming to Texarkana and again in Texarkana before meeting with local City Demonstration Agency personnel. The local CDA's were not permitted to see the findings of any of these sessions. Model cities lead men were permitted to provide a limited synopsis of what was discussed.

No local CDA representation was included in the review process at the Washington level. The local CDA received no report on the federal attitude concerning overall strengths and weaknesses of our plan. We can only guess about federal attitudes from requests for additional information in specific areas or for a particular project. Second hand information drifts in from a variety of sources.

We in Texarkana operate under the assumption that model cities is an attempt to create a working partnership between federal agencies and the cities. Yet we are not privy to federal reactions to our proposals. We feel the entire review process would be more efficient and effective if the local CDA were included in the process. Areas of concern could be immediately identified and misconceptions could be quickly cleared. The current federal attitude is a hypocrisy when viewed in conjunction with the model cities concept as specified in the legislation.

We inquired as to the status of our plan in the review process, we were generally told that the review was favorable. However, as a funding date draws nigh we are asked for minor revisions or additional information. Urgency, not substance, was at the core of the requests, so we find ourselves producing information to satisfy an immediate requirement, rather than relating the requests to what may be best in the context of our overall plan.

IV. *Example*

Technical assistance was requested from a federal agency. It was specified that concern centered around the city's environmental sanitation problem. The City Demonstration Agency was seeking advice on the advantages and disadvantages of several different federal program approaches. The federal employee sent to render technical assistance had been employed by the agency for 90 days. He was unable to discuss various program alternatives.

Unfortunately, this example is typical of the type of technical assistance delivered by many federal agencies. Federal agency employees demonstrate a serious lack of understanding surrounding the entire model cities concept. With a few exceptions our agency has been forced to adopt the policy that federal technical assistance is worthless unless it is limited to one specific project, a draft of which has already been prepared. The federal technical assistant will often limit discussion of the program application in conformity with the prescribed agency form. Discussions concerning program substance is avoided.

This example, coupled with similar instances, convinces us that some federal agency personnel merely pay lip service to the model cities concept. These old line bureaucrats have seen many things come and go; they smile, pat us on the head, but act as if they know that model cities will go away and cease to bother them if they will just be patient.

V. *Example*

Current base computation requirements used to qualify cities for model cities supplemental funds penalize cities with the greatest needs. Members of our staff and HUD Regional Model Cities staff spent countless hours finding ways to squeeze additional base credit from various sources. We were apparently successful but the time would have been better spent had it revolved around improving the quality of the various projects. The base which qualifies a city for model cities funds bears no relation to its need.

Economically Texarkana, Arkansas, is one of the poorest cities in the country. Even our neighbors in Texarkana, Texas, have in the past generated four to five times as many federal resources as Texarkana, Arkansas. This is not because of any difference in attitude toward federal funds, but demonstrates the lack of resources to generate a large volumn of federal programs. We would hope that future supplemental funds allocation criteria consider need, program quality and the competence of the local staff to implement any effective project.

VI. *Example*

It is often difficult to attract qualified professional personnel to small American communities such as Texarkansa. If the southern stereotype coupled with the image of small town U.S.A. makes young professionals difficult to recruit, it makes the recruitment of minority professionals all but impossible. However, we have found that once we get qualified young professionals to come to Texarkana, we have had some success at catching their imagination with the potential for making a substantial impact on community problems. To ease the strain of small and medium sized American communities, we suggest an increased emphasis on urban fellowships and related programs. We would welcome the opportunity to participate in such programs as a mentor if we could secure the service of young, imaginative professionals for a minimum of two years.

VII. *Example*

Two federal agencies, funding components of the local Concentrated Employment Program, have spent the year in constant wrangles over which agency is to have jurisdictional control over a particular training component. Local administrators and planners found themselves playing the role of peacemaker rather than working constructively to improve project effectiveness. Finally, one agency vowed to withdraw their component from the project because of dissatisfaction with their share of jurisdiction and control over the project. Program effectiveness was never an issue in the wrangling over this project.

VIII. *Example*

In dealing with state agencies that administer federal funds we find there was often a conflict in attitude concerning funding priorities between the state agency and its federal parent.

We contacted a state agency concerning development of three first year action projects. Initially they were very encouraging. Later we were told that funds had to be allocated according to political considerations. They felt it was unnecessary to discuss federal program criteria concerning program quality and innovativeness. We encountered an unwillingness to even discuss long range problem solving approaches.

IX. *Example*

Another state agency solicited a program application for a geriatrics project we were discussing on a preliminary basis for funding with another federal agency. They offered immediate funding and a more favorable matching ratio. A preliminary project application was drawn. At a meeting of state, federal and city officials verbal assurance was given that the project would be funded. In June of 1969 the agency did a complete about face leaving us without alternative funding for our project. An investigation revealed that "political pressures" had forced a shifting of project funds to another city.

X. *Summary*

In dealing with state and federal agencies we have been forced to conclude that federal agencies were generally more reliable than state agencies. Federal agencies' red tape at least follows a predictable pattern, state agencies are less consistent. This does not mean that increased responsibility for state governments is necessarily a bad concept; it does mean, however, that unless the quality of state government attitudes and their delivery system is improved we will do nothing but compound our present problems.

There is no intention to suggest that all federal employees are bad or inefficient. We could balance the foregoing examples with many examples of exceptionally good performance and service by state or federal employees. However, in most cases these were the acts of individuals and the service was secured in spite of the system rather than because of the system. The point is federal employees are not at fault, the system is at fault.

What then can be done to improve the system? As needs for assistance on specific problems become more and more pronounced can we afford the unconscionable time lag between application for funds and delivery? Can we continue to plan for the future uncertain of whether or not funds are going to be forthcoming in one year or two or three? Our problems are becoming more and more complex yet the present delivery system does not permit us to plan more than one year at a time.

People have suggested block grants to states or, as we have done in model cities programs, provide block grants to individual communities. This will work only if you build in the capacity and competence to respond to problems on the local level. A Model Cities Agency is an attempt to build in that capacity on the local level. Providing block grants to states or any other political entity without building in the capacity to administer these grants will solve no problems. Such an approach constitutes a simple refusal to face up to the real problem. Regardless of who administers the funds, sound management and administrative techniques are the keys to good programs.

As a model cities concept begins to spotlight deficiencies in the state and federal delivery system, cities are demanding an improvement in these systems. There have been numerous studies and commissions who have submitted reports criticizing the bureaucracy and delay of the federal process. Most of these are filed away and conveniently forgotten.

The problem with these commissions and committees is that they operate on the highest level of the federal government. When they make recommendations they are often well received but these recommendations seldom filter down to the operational level.

An example of this type of administration would be the Banfield Report recently submitted to President Nixon. This report blamed the chaotic federal delivery system for the slow way in which many model cities programs and projects are unfolding. I agreed with a lot of things that were said in the report but I am not optimistic that the Banfield Report will change a great many things in the administration of the model cities program.

Changes have got to start at the bottom and work up. We in model cities programs are working very hard to develop comprehensive management and information systems on the local lever. CDA directors are now beginning to demand the same level of competence of the federal people with whom they must deal. To put it another way, if you teach a child to evaluate then you must be prepared to be evaluated.

In summary, then, we are saying that as a first step, more specific management systems and techniques must be devised for the funding, implementation and evaluation of programs on the lowest operational level. The Model Cities Agencies across the country should be able to apply specific pressures on federal and state agencies at the lowest operational level to provide such impacts and improvements.

IMPLICATIONS FOR COORDINATION SUGGESTED BY THE VOCATIONAL EDUCATION AMENDMENTS OF 1968 AND OTHER LEGISLATION

By

Joseph F. Malinski*

The purpose of this paper is to present ideas that may be helpful in planning for and implementating a coordinated program of supportive services for vocational education students in rural areas. Many of you have given considerable thought to the relationship between vocational educators and other agencies as the relationship currently exists and what it is likely to be in the future. Consider this paper food for additional thought which will result in a productive discussion today and which will eventually result in a program of total services to in-school students and adults which will assure as far as it is humanly possible a successful training experience.

The following is a brief outline of the paper:

I. Supportive Services in Historical Context;

II. Identification of Selected Federal and State Laws and Administrative Agencies;

III. Organizing for the Utilization of Available Resources;

IV. Some Implications of the Coordination of Supportive Services for Students of Vocational Education.

Until recently, vocational educators were generally not concerned with the supportive services necessary for student success, which existed outside of the school setting. This was especially true in rural areas for the following two reasons.

First, most of the vocational education offered was agriculture and homemaking. The underlying philosophical and cultural base of these programs was such that the supportive services were provided as an integral part of the program. They were not identified because it was not necessary to report them. In other words, these teachers saw what needed to be done and they did it.

Second, rural societies in the past provided many supportive services on an informal basis; and rural America, being a large user of unskilled manpower, was able to accommodate a wide range of behavior patterns.

With the commercialization and mechanization of agriculture, the surplus population created by these changes migrated to the cities in increasing numbers. The problems these events caused is not the subject of this paper; however, its aftermath is. One of the reactions is the effort to provide for more balance in economic growth between the large metropolitan centers and rural areas.

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Many of the recent laws dealing with social problems have been a reaction to city problems. The benefits from these were not limited to cities; but because of the concentration of population and administrative skill available, most of the programs that developed were designed to serve urban populations. Also, national priorities were established in the administration of these programs furthering the emphasis toward the metropolitan areas. Many of these laws authorize support activities.

I. *Supportive Services in Historical Context*

State legislatures prior to 1920 delegated administrative responsibility for various educational acts to individual boards, administrative officers, or commissions. More recently, these responsibilities have been consolidated into what we have come to identify as the State Educational Agency made up of the Legislature, the State Board of Education, its chief administrative officer, and the staff of the Department of Education.

Federal legislation in nearly all instances has provided categorical aids for education and other services. This results in the formation of administrative structures to utilize this categorical support. Categorical funds are always limited; and as a result, rigid criteria for qualification for these funds are established. Administrative efficiency is the watch word under this system; and because discretionary powers are limited or non-existent, the lowest level administrator armed with a book of rules and regulations is able to manage the distribution of categorical funds. These procedures are not caused by the people administering these programs, but rather are the result of the legislation plus the general practice of line item budgeting and accounting. With this background, let us quickly review the development of vocational education.

In 1917, the Smith-Hughes Act created an organizational structure of vocational-technical education that was based on the economic structure and the educational subject matter of the time — vocational agriculture, home economics, trade and industrial education. During the years that followed, the George Barden Acts I, II, and III extended this same classification into other program areas.

Current vocational education programs based on this classification are:

01. Vocational Agriculture Education

04. Distributive Education

07. Health Occupations Education

09.01 Consumer and Homemaking Education

09.02 Occupational Home Economics Education

14. Office Education

16. Technical Education

17. Trade and Industrial Education

The classification above describes what vocational education is through the use of an administrative and curricular structure. Funds were allocated to the various sections of this structure.

The Vocational Act of 1963 identified the population groups that are served by vocational education programs. The program classification described by the Smith-Hughes and George Barden Acts, with some expansion, was retained. The population groups were:

1. Secondary school students,
2. Post secondary school students,
3. Adults who are employed,
4. Students with special educational needs.

With the addition of the classification of the 1963 Act, vocational education could identify what was taught and who was served. The concepts underlying the Vocational Education Amendments of 1968 are the recognition of the rapid acceleration in the rate of change in technology and the decision to make education universal, specifically in vocational education. These concepts make necessary a classification which emphasizes ends rather than means. This classification describes the products of vocational education instead of the process. In order to describe the products of vocational education, the following functional classification was developed:

1. Basic vocational skills and attitudes (group guidance)
2. Exploration
3. Skill development (pre-post secondary)
4. Job proficiency training
5. Updating
6. Upgrading
7. Retraining

Vocational education is asked to describe the need for each of these functions in terms of manpower needs and job opportunities and the needs of the people. The extent to which local districts can meet these needs is to be determined by the district's ability to support vocational education and the cost of the programs.

II. *Identification of Selected Federal and State Laws and Administrative Agencies*

The following statements found in the Vocational Education Amendments of 1968, Section 123 (a), indicate the intent of Congress that program services should be combined to serve people and that applications from local educational agencies for funds:

> (6) (F) (i) . . .have been developed in consultation with representatives of the educational and training resources available to the area to be served by the applicant,
>
> (6) (F) (iv) . . .include a plan, related to the appropriate comprehensive area manpower plan (if any), for meeting the vocational education needs in the area or community served by such agency,
>
> (9) . . .provides that in the development of vocational education programs, services and activities, there may be cooperative arrangements with other agencies, organizations, and institutions concerned with manpower needs and job opportunities, such as institutions of high education, and model city business, labor, and community action organizations.

A number of federal laws have been enacted by Congress which provide programs that include supportive services and/or training for persons preparing to enter or re-enter the labor force.[1] Some of these laws are:

P.L. 64-369 P.L. 67-85 P.L. 73-383 P.L. 74-638	Programs for American Indians U.S. Department of Labor
P.L. 83-565 P.L. 89-333 29-USC	Vocational Rehabilitation Department of Health, Education and Welfare U.S. Office of Education
P.L. 87-415	Manpower Development and Training Act U.S. Department of Labor
1967 Social Security Act	Work Incentive Program Department of Health, Education and Welfare U.S. Department of Labor
P.L. 88-452	Established the Office of Economic Opportunity
P.L. 89-10	Elementary Secondary Education Act Department of Health, Education and Welfare U.S. Office of Education
P.L. 89-750	Provides for Adult Basic Education Department of Health, Education and Welfare U.S. Office of Education

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[1] Catalog of Federal Assistance Programs, Section 2.2 and 2.3, Office of Economic Opportunity, Washington, D. C., June 1967.

P.L. 90-576 Vocational Education Amendments of 1968
Department of Health, Education and Welfare
U.S. Office of Education

Figures 1 and 2 show some of the programs authorized by these laws which provide supportive services to persons who may also be enrolled in vocational classes.

III. *Organizing for the Utilization of Available Resources*

Two things have happened recently in Minnesota that will impact on the coordination of supportive services for students in vocational education programs.

First, in November, 1967, by executive order of the Governor, Minnesota created pilot planning areas and economic regions as an experimental step to providing a common framework for all statewide planning and program activity. An executive order in April, 1969, established framework for: (1) the collection and classification of data for state, local and regional planning; (2) the coordination of state, regional and local planning activities; (3) the coordination of federally sponsored or operated programs; (4) the coordination and unification of local resources for resolving local problems and exploiting opportunities; and (5) the organization of local government for inter-governmental cooperation and planning.

All Minnesota State Departments are required to recognize the regional boundaries, as shown in Attachment A, to utilize the regions for all planning purposes, and to work toward conformance with the regions for administrative purposes.

The establishment of the regional planning and development structure coupled with the Program Budgeting Act of 1969 established the framework for coordination of services in the State.

Secondly, in the Program Budgeting Act of 1969 the Minnesota Legislature directed that a number of state agencies, including the State Department of Education, prepare a program budget for the 1971-73 biennium as a companion to the traditional line item budget. Two specific quotations from the State Program Budget Manual should be of interest:

> I-2a PROGRAM BUDGETING (OR BASIC PROGRAM BUDGETING):
>
> A budget system which groups fiscal information within program categories, which emphasizes *ends* (i.e. purposes or outcomes) of governmental effort rather than the *means* (i.e. objects of expenditure) and which does not make extensive use of so-called "systems" or economics based budgeting techniques. Basic program budgets incorporating performance standards and four-year program projections (1973-77) will be prepared by participating agencies for the 1971-73 biennium.

FIGURE 1

SERVICES	Manpower Develop. Training Prog.	Work Incentive Program	JOBS	Employment Security Div. (ESD)	On-Job-Training (MDTA)	Neighborhood Youth Corp.	New Careers	Operation Mainstream	Adult Basic Education	Vocational Education	Div. of Voc. Rehabilitation	Public Welfare	Bureau of Indian Affairs	Concentrated Employment Prog.	Model Cities	Housing & Urban Develop.	Office of Econ. Opportunity	Bureau of Appren. & Trg.	Voluntary Apprenticeship	Economic Development Admin.	Rural Area Redevelopment	State Planning Agency
Recruitment for Training	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Counseling	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X					
Personal Evaluation	X	X		X	X	X	X	X	X	X	X	X	X	X		X						
Medical Assistance	X	X	X		X	X	X	X	P		X	X	X	X	X	X	X					
Basic Ed., Pre-Voc., & Work Orientation	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X					
Vocational Training	X	X	X		X	X	X	X		X	X	X	X	X	X	X	X					
Placement	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X						
Employer Contacts	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X	X					
Community Adjustment		P			X	X	X	X	X		X	X	X	X	X	X	X					
Relocation	X	X		X	X		X				X		X			X	X					
Transportation		P				X	X	X		X	X	X	X	X	X	X	X					
Income Maintenance																						

FIGURE 2

PROGRAM EMPHASIS

PROGRAM	Basic Skills & Attitudes	Exploration	Job Skill Development	Job Skill Proficiency	Updating	Upgrading	Retraining
MDTA	X		X			X	X
CEP							
NYC - I.S.	X	X					Employment
O.S.	X			X			
S.	X	X					Employment
WORK & TRNG. IN IND.	X			X			In Private Sector
NEW CAREERS				X			
OPERATION MAINSTREAM				X			Provide Employment X
J.O.B.S.	X	X	X	X			
W.I.N.	X	X		X			
ADULT BASIC - H.E.W.	X						
B.I.A.				X	X	X	
FED WATER POLLUTION				X		X	
VOC. ED. ACT 1968							
PART B1 SECONDARY	X	X	X	X			
PART B2 POST SECONDARY	X			X			
PART B3 ADULT					X	X	X
PART B4a DISADVANTAGED	X	X					
PART B4b HANDICAPPED	X	X					
PART C RESEARCH							
PART D EXEMPLARY	X	X	X	X	X	X	X
PART F CONSUMER & HEED	X						
PART G COOPERATIVE	X	X	X	X	X	X	X

I-3 TYPE OF PROGRAM BUDGETS TO BE PREPARED

Program budgets prepared for 1971-73 (as indicated in par. I-2a) will *not* utilize advanced "systems" or mathematical analysis techniques. Agencies will prepare basic program budgets which incorporate, to the greatest extent possible, measures of performance (see par. I-11), manpower planning elements (see par. I-21), and four year program projections (see par. I-12). These three elements, although they anticipate transition to more sophisticated budgeting systems, will not, in 1971-73, entail use of advanced "PPBS"-type analysis, sophisticated modeling or cost-effectiveness techniques or computer based information systems. Program budgets, rather, will emphasize "common sense" methods and will utilize information which is readily and easily available to state program managers. Basic program budgeting should not, however, be viewed simply as a different way of arranging line-item detail. Any program budget, no matter how unsophisticated, will shift the emphasis from *budgeting* (construed in its traditional narrow fiscal sense) to *programming* (i.e. the design and construction of undertakings or efforts required to meet immediate and projected public needs). This means a great deal of emphasis on the program end of the process and relatively less emphasis on the fiscal aspects of budget preparation. It means that the questions "why", "what", "for whom", and "how" should be answered before dollar budget requests are formulated. It also means less emphasis on historical expenditure patterns and more emphasis on periodic re-evaluation of fundamental program needs and trends.

A. *Planning*

1. *Analysis of Occupational Requirements*

What are the skills and personal requirements of occupations, how are they developed and identified, and how do they effect the need for administered supportive services?

Many companies today have educational employment thresholds which they established in a buyer's market. For example, while visiting with a friend of mine who is a regional production manager for a large food processing firm, he told me that they had an employee who is sixty-two years old,who spent eight hours a day, five days a week, fifty weeks out of the year grinding fourteen-inch cutter knives which remove the corn from the cob in their processing of sweet corn. While it is possible to have such work done by custom contractors, the company found that this particular arrangement they had was more satisfactory for them. In discussing a replacement for the man, I suggested that such tasks were ideally suited for a low-ability person. He would not become bored by the repetition of the job and for him it would be meaningful work. His reply was, "I guess you're right, but we have a corporate policy which limits us in the employment of permanent personnel to those who have graduated from high school." After further discussion, he decided he would try to get an exception to the policy.

After one false start, three young men were recommended by the high school counselor for the position. He selected one young man as a helper. To make a long story short, this man can now look forward to retirement because he has a replacement and the company will not fail if he doesn't come to work. This man is proud of his job and feels that it is one of the most important in the factory. He has transmitted this attitude to the young man who is working with him. I had the opportunity to visit with him and I asked him about the young fellow. He said, "Well, he's kind of thick, but give me a year or so and I think that I can make an acceptable knife grinder out of him." This is an example of the type of job that the special ability student can fill.

Let us refer back to Figure 1, the chart of supportive services. How many of those listed can be identified? How do we program all students into one program that will meet the needs of each student?

2. *Analysis of the Population to be Served*

All of us in education are familiar with the bell shaped curve of ability. Vocational educators are familiar with another diagram called the shape of the labor force, which is represented as a diamond with the less skilled jobs on the base, a large number of semi-skilled and skilled positions in the center, and the highly skilled at the top. As we study the curve and the diagram, we realize they really represent the same thing.

Let us look at one occupational area as an illustration. In the machine trades there are three highly skilled occupations; the tool designer, the industrial draftsman, and the tool and die maker. These are relatively few in number and represent the extremity of the bell-shaped curve or the apex of the diamond. The center group of the large number are machinists and the base are the single skill machine operators. The employment opportunities for these people at the bottom are limited. Also, as we look at the bell-shaped curve, so are the number of people available.

Traditionally, in education we have assumed that resource input was a constant and that achievement a variable. New educational programming is reversing the emphasis and in the program illustrated it is possible for achievement to be considered as a constant and time as a variable. Let us look back at vocational programs planned, from the standpoint of the needs or competencies required of an occupation with pre-enrollment student selection based on potential for success. In such programming, in reality, we have placed a sixty-mile-an-hour student in a sixty-mile-an-hour program and as long as the selection process is adequate we are in good shape. But what happens if we put a forty-mile-an-hour student in a sixty-mile-an-hour program? Or even worse yet, put a sixty-mile-an-hour student in a forty-mile-an-hour program where he can become bored. Ideally, a program should be designed to develop to a predetermined achievement or performance level regardless of the time that it takes to reach that point. For example, a blind young man wants to become an auto mechanic. What are the special educational resources necessary to allow this young man to reach his goal?

Within the instructional activities being conducted, there are those that are not contributing and can be replaced as well as those where the level of performance is not adequate to deliver needed services, and there are programs that need modification.

In the Pupil Subsystem Report No. 2 to the Minnesota Department of Education, Mr. Walter James stated:

> *SYSTEMS AND REAL TIME*
>
> An underlying concept in these reports is that of real time. To function in real time may be regarded in one of the following two ways:
>
> 1. Automation
>
> In this type of real time system, "live" information controls on-going processes or events. Such systems can involve people for special purposes and are essentially non-adaptive. The Apollo space flights are good examples of this type of a real time system.
>
> 2. Cybernetics
>
> In these discussions, cybernetic systems will involve massive and intimate human participation. The system itself can exhibit a survival and, in its response to information, can change its structure in appropriately adaptive ways. Civilization and its history of both evolutionary and revolutionary adaptiveness is an example of such a cybernetic system.

The present educational system is non-real time. The following quote is germane:

> In the language of the information sciences (—cybernetics, computer science, data processing, systems analysis, information storage and retrieval, etc.) education currently occurs in a non-real time mode, but it may increasingly have both a need and a capability for operating in real time...—changes in society, in economy, and in science and technology — imply a reduction in the amount of time for institutional adaptation. Education, from the point of view of its timelines, can operate effectively in isolation from other institutions when change is relatively slow; it cannot be

> equally effective in isolation when change is relatively rapid, as is now the case. Hence we are led inexorably to the idea that within the next twenty years learning environments ought to be designed more like real-time information processing systems. (*Toward Education in Real Time*, Perry E. Rosove, System Development Corporation, August 7, 1969)
>
> It will develop that the educational system must go real time in the cybernetic sense. This suggests, and correctly so, that an enormous gap exists between the educational system as it is now structured and what it fairly soon must become. Time is not on its side.

He goes on to point out that we, at the state level, must build into the pupil information system the responsiveness and relevance that will, in the words he used, put the system on "real time."

Educators generally are taking the first steps. We in vocational education are attempting to shift gears in order to shorten the time span between the identification of needs and their adoption, be it adding new curricula, updating or eliminating others, or allocating resources in different ways.

3. *Making the Current Program Inventory*

If we refer back to the figure showing programs that can provide supportive services to vocational students, it will immediately indicate to us that we are not alone in providing for the needs of our students. Our task is to find out what is currently being done by the school and by other agencies and determining the gaps in service.

B. *Programming and Budgeting*

1. *Establishing Objectives*

As vocational educators, you live in a world of measurable objectives. What is needed after the size of the task has been determined, is to establish how much of it can be reasonably accomplished during the period of time under consideration. Also, it is necessary to determine what is currently being done. The diagram, shown as Attachment B, indicates a procedure that may be followed.

2. *Determining Alternative Ways of Achieving Objectives*

The following are some of the program resources that may be utilized when one is developing a coordinated supportive services program:

Employment Security Division

- Screening
- Referral
- Placement

Department of Welfare

- Income support
- Follow-up
- Counseling
- Referral

Division Vocational Rehabilitation

- Health service
- Evaluation
- Referral
- Follow-up

Division of Vocational Educ.

- Referral
- Training
- Selection
- Follow-up

As the four participating agencies offer their services to the individual, they begin to take the following order:

1. Identification
2. Referral
3. Evaluation or screening
4. Referral
5. Training
6. Referral
7. Placement
8. Referral
9. Follow-up

C. *Analysis*

We could call this function, management analysis, or in the terms we are talking today, an analysis of the function of supportive service management, a prototype form which can be seen in Figure 3. By whatever term you wish to identify this process, you run the very great risk of conflict, emotionalism, and frustration. Conceptually, all that needs to be done is to turn the meaning of the word "test" around from one of a negative to a positive connotation. This is very easily said and, I feel, difficult to accomplish unless certain principles are kept in mind.

If a measurement device is selected, over a period of time the unit of measurement becomes the objective of those whose activities are being measured. Let me illustrate. If the percent of placement from vocational education is used as a measure of the efficiency and effectiveness of the program, you will see a modification in the selection of students for programs who will be more easily placed after completion. This is one of the reasons special programs have been designed to serve students with unique educational needs.

FIGURE 3

SUPPORTIVE SERVICE PROGRAM ANALYSIS
YEAR 197_

INPUTS (COSTS)	THIS PROGRAM	AVERAGE OF ALL PROGRAMS	20% HIGH	20% LOW
Recruitment	________	____	___	___
Counseling	________	____	___	___
Health Services	________	____	___	___
Placement	________	____	___	___
Test/Student	________	____	___	___
Number of Students Entering	________	____	___	___
Other Student Characteristics				
Other Inputs	________	____	___	___
Other Inputs	________	____	___	___
OUTPUTS (RETURN)				
Number of Graduates	________	____	___	___
Number of Graduates Working	________	____	___	___
Other Outputs	________	____	___	___
Other Outputs	________	____	___	___
Satisfaction Index	________	____	___	___
Other Outputs	________	____	___	___

Many high schools report the number of graduates who start college. This is a measure of the counseling function and, I think, has some effect on their activities. If, however, we chose to measure the percentage of students who successfully completed the post high school program they started, we might, over time, affect the referral mix to post secondary institutions following high school graduation. The same principles apply to the measurement of the use of supportive services.

Let us take a look at Figure 4, the Education Resource Management Flow Chart and Figure 5, the Analysis of Vocational - Technical Education Management. These resources are not only money. Therefore, a management analysis system for education must contain both statistical and financial data elements. These data must be so aggregated that they reflect the degree of progress made toward achieving an objective. If we are to analyze the efficiency and effectivness of supportive service management, we must be able to separate out the costs and functions of the education system. As I have illustrated here, the analysis instruments must be so constructed that they will provide for analysis of each of the areas shown. Let us look at Figure 3 which deals with student services, as an illustration of the analysis of the utilization of resources. This format could be used for each supportive service for more detailed analysis. We might have to modify some of the inputs, and certainly we would have to adjust the output measures; but the format could be used for any program. This type of analysis gives the person responsible for the student services program a view of the performance of the program as well as a comparison with the average of all similar programs in the state. It also provides information on the location of his program relative to those in the top twenty percentile and those in the bottom twenty percentile.

An advantage of such an analysis is that after looking at the output measures, the persons responsible for the program will look for the critical input variables, or to say it in another way, he will look for that input which if modified will result in the greatest progress toward increasing the efficiency and effectiveness of the program.

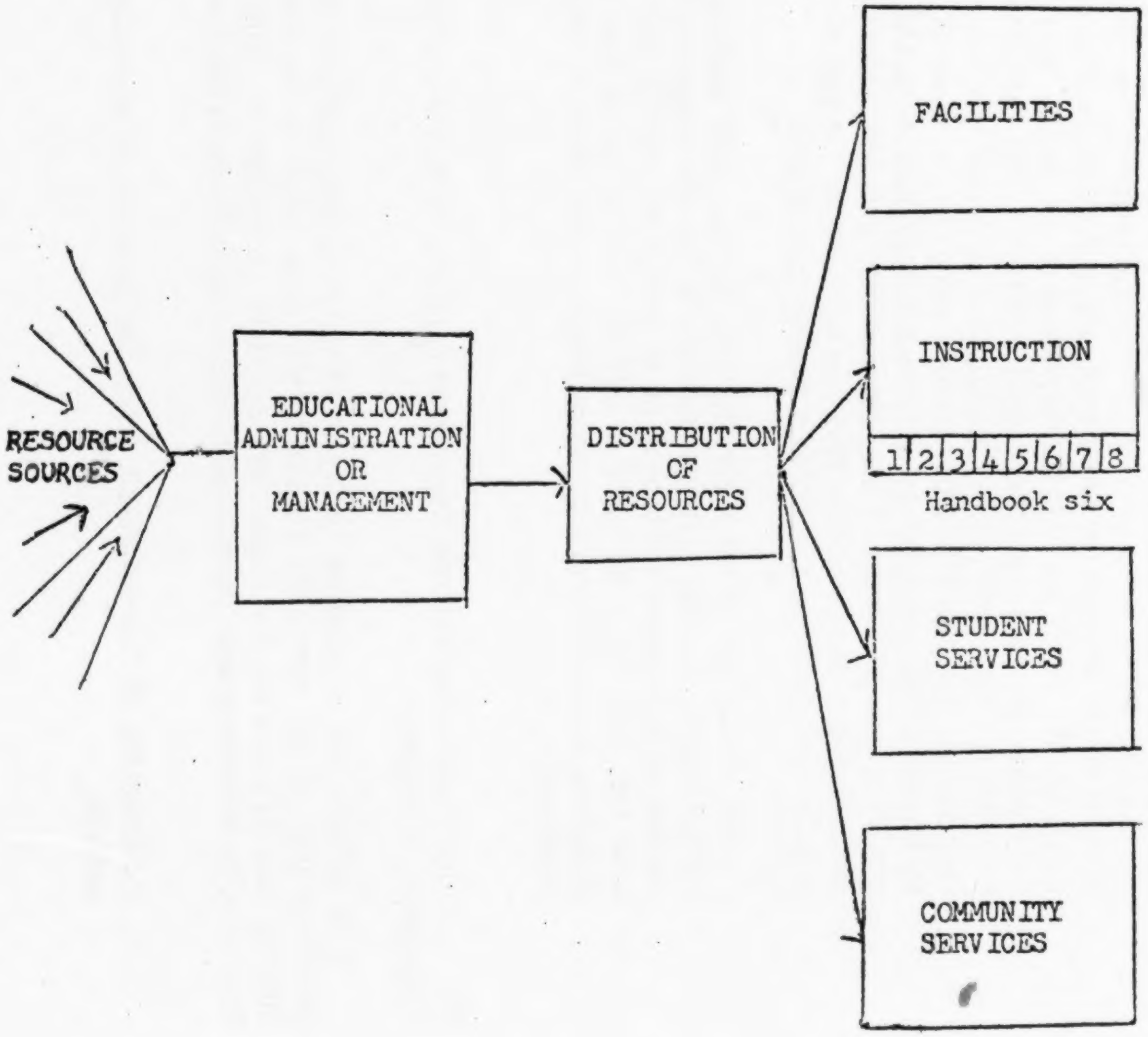
IV. *Some Implications of the Coordination of Supportive Services for Students of Vocational Education*

It is beyond our capability today to attempt to find answers to the myriad of questions that, if not currently apparent, will arise with the installation of a coordinated delivery system for supportive services in education. Some of the hurdles that must be overcome and the desired changes implied are as follows:

A. Redirection of the emphasis from the process of education to its results.

FIGURE 4

EDUCATION RESOURCE MANAGEMENT FLOW CHART


RESOURCE SOURCES
EDUCATIONAL ADMINISTRATION OR MANAGEMENT
DISTRIBUTION OF RESOURCES
FACILITIES
INSTRUCTION
1 2 3 4 5 6 7 8
Handbook six
STUDENT SERVICES
COMMUNITY SERVICES

Account Series

(300) Maintenance & Operation
Acquisition or Improvement

(250) Instructional Administration or
Supervision (Technical Assistance)
(__) Instructional Equipment
(100) Instructional Personnel

(400) Food Services

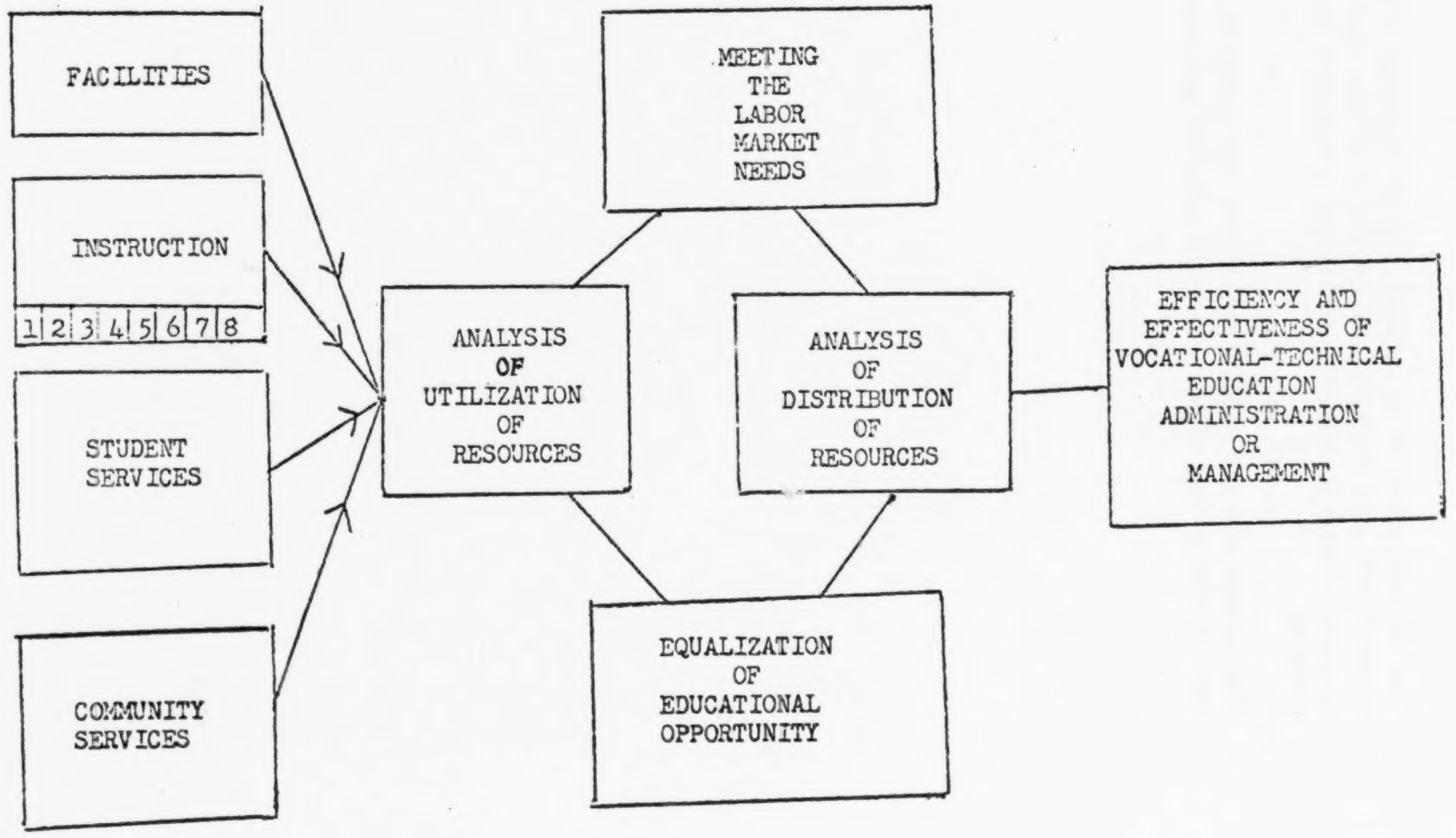
Personnel Services
(500) Health Services
(ETC)

(600) Transportation

Community Services, General
Recreation
(700) Civic Activity
Public Offices
Custody and Detention

FIGURE 5

ANALYSIS OF VOCATIONAL-TECHNICAL
EDUCATION MANAGEMENT


FACILITIES
INSTRUCTION
1 2 3 4 5 6 7 8
STUDENT SERVICES
COMMUNITY SERVICES
ANALYSIS OF UTILIZATION OF RESOURCES
MEETING THE LABOR MARKET NEEDS
EQUALIZATION OF EDUCATIONAL OPPORTUNITY
ANALYSIS OF DISTRIBUTION OF RESOURCES
EFFICIENCY AND EFFECTIVENESS OF VOCATIONAL-TECHNICAL EDUCATION ADMINISTRATION OR MANAGEMENT

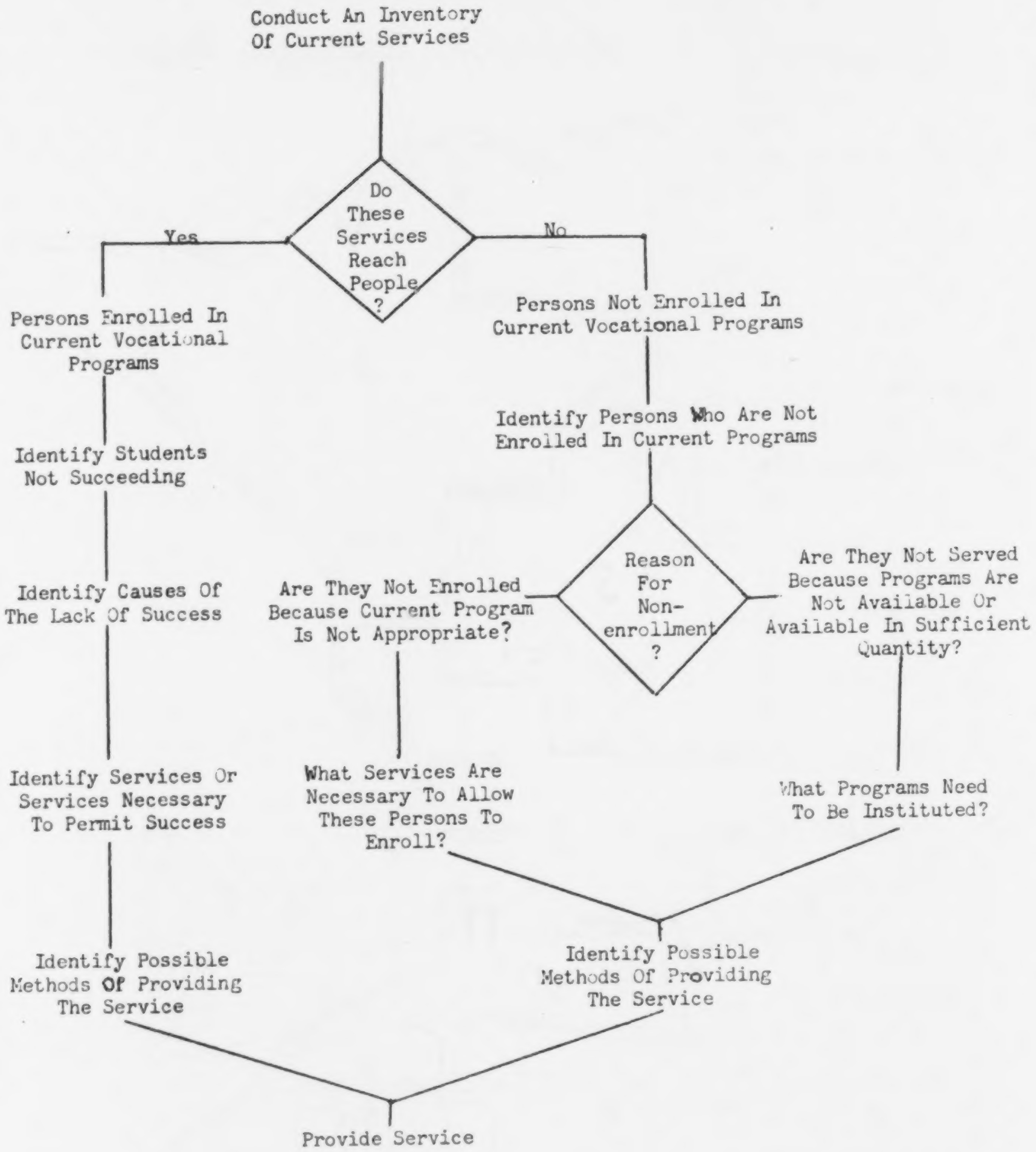
B. The construction of a regional data base in rural areas that will assist educators in setting objectives.

C. The separation of the management functions from instuction and student service functions.

D. The development of a unified record keeping system, probably mechanized and regionalized in rural areas, that will have the responsiveness to assist educational managers in their decision-making.

E. The design of a management analysis document that will measure the efficiency and effectiveness of educational management.

ATTACHMENT B


Conduct An Inventory Of Current Services
Do These Services Reach People ?
Yes
No
Persons Enrolled In Current Vocational Programs
Identify Students Not Succeeding
Identify Causes Of The Lack Of Success
Identify Services Or Services Necessary To Permit Success
Identify Possible Methods Of Providing The Service
Persons Not Enrolled In Current Vocational Programs
Identify Persons Who Are Not Enrolled In Current Programs
Reason For Non-enrollment ?
Are They Not Enrolled Because Current Program Is Not Appropriate?
Are They Not Served Because Programs Are Not Available Or Available In Sufficient Quantity?
What Services Are Necessary To Allow These Persons To Enroll?
What Programs Need To Be Instituted?
Identify Possible Methods Of Providing The Service
Provide Service

STRATEGIES FOR UTILIZING COMMUNITY RESOURCES IN A COMPREHENSIVE SUPPORTIVE SERVICES PROGRAM

By

Chrystine R. Shack *

I must admit that it is with some trepidation that I face not only a group of people who are deeply involved in the day to day problems of health, welfare and employment, but also, educators who obviously know infinitely more about education than I do. Therefore, I shall not attempt to speak for those people who are at the grassroots and who experience day to day familiarity with its tedious, irksome and frustrating problems, nor shall I speak for those who have such a measure of educational expertise. Rather, my attempt shall be to bring the thoughts, capabilities, resources, experiences and functions of these two bodies together — together in conjunctive thinking and performance for that, in essence is the fundamental purpose of this institute.

Before sharing some thoughts and strategies with you, I would like to extend my compliments to the federal, regional and local personnel and agencies who have come together to talk about the amalgamation of services toward a common goal of improved and enriched vocational education for students in rural areas. What we have missed in the years we have been about the business of education, be it rural or urban, is precisely this partnership and common endeavor.

In considering the development of strategies for the utilization of community resources, some realisms should be established. They are, the identification of the population we seek to serve, and the community resources extant to the population.

One might logically compare the rural migrant child with the urban ghetto child. Both share multiple disadvantages and strikingly similar commonalities. Both, we may conclude, are disadvantaged. Who is the disadvantaged child? The answer varies from state to state, from city to city, and from savant to savant. The disadvantaged child is of no single race or color: poverty, delinquency, failure to achieve the goals established by the mainstream of society are shared by peoples of all colors and national origins. The disadvantaged child may derive from a culture which is rich in its own tradition, but which no longer prepares its members for successful participation in society. The disadvantaged child is no stranger to failure and to the fear that continued failure engenders. He knows the fear of being overpowered by teachers who are ignorant of the culture and mores of his society; and who may not expect success of him.

Isenberg, submits that "among the characteristics of the rural disadvantaged — both children and adults — are a low level of aspiration, a tendency to set only short

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term goals, values which differ somewhat from acceptable norms, and a general unfamiliarity with cultural activities which lead to enriched living."[1]

Disadvantaged children are usually retarded in school achievement, poorly adjusted to school living, have unique value systems, and are more likely than other children to become delinquent or drop out of school.

Frost and King, writing in the Journal of Arkansas Education, acknowledged that Arkansas shares with the nation a burden of educating many thousands of disadvantaged Americans.[2] The disadvantaged live in every geographical area of the country — big city and rural hamlet — and they represent every ethnic group. They live in slums, in rural mountain areas, on reservations, or in trucks, cars, shacks, and tents as they follow the crops. They have been called culturally deprived, restricted and disadvantaged. But, basically, they are the poor, the unskilled, the welfare recipient, the illiterate and all too frequently, the unwanted. The disadvantaged in Arkansas, these writers aver, form three rather distinctive educative groups: the economically restricted child in regular schools, the Negro in segregated schools, and the migrant child in regular and special summer schools.

Other descriptives can be characterized as educator assigned stereotypes and assumptions, such as, "he is not likely to travel too far from his home areas," and "he will not likely seek technical or professional employment opportunities." The resultant product of this combined fact, fiction and fancy characterization is an inadequate comprehensive type educational program — a program which fails abysmally in meeting the needs of *either*, the *rural or urban* disadvantaged. It is commendable that education has come to a point where it can look at this inadequacy and even more commendable when educators begin to do something about it.

As difficult as it might be, we have to accept that there has been an attitudinal mind-set that has negatively influenced the design and direction within which our educational programs have been established and nurtured. Our changed course of thinking, perhaps more aptly, our positive approach, moves us to a recognition of the trends in society which point to a new motivation and mobility of people. No longer can we train for what fits the realm of restricted thinking or for that matter can we any longer train for that which is provided only in the surrounding community. Just as the walls of the ghetto are being broken down and its youth no longer constricted or confined, so likewise is the case of the rural child.

Permit our reference to the Mennonites, a people whose entire life pattern has been of the native rough and from the land, void of the influence of technological developments. Farming continued to be done in the ways of the parents, the manual pitching of hay accepted as a customary chore and few major changes reflected in their life styles. Today, a major tenet of the sect has been set aside and with its abandonment, acceptance and usage of modern conveniences wrought by electricity and the automobile are readily observable.

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[1] Isenberg, Robert M. "The Rural Disadvantaged," *NEA Journal*, April, 1963, p. 27.

[2] Frost, Joe L. and O. Ray King, "Educating Disadvantaged Children," *The Journal of Arkansas Education*, November, 1964, pp. 6 and 28.

A similar reference could be made to the Amish whose tenacious hold on preserving the old ways and traditions is legend. There is being experienced today, a gradual breaking down of traditions in the Amish colonies. It is becoming increasingly difficult to keep the young people colonized. A recent court ruling in the State of Iowa dictates that the educational requirements for the Amish community must now be raised to the same level as that of the public schools in that state. The educational program must have the approval of the State Department of Education, its teachers be fully certified, and the schools have valid accreditation.

Who is the rural student? He is one who in the next decade will, in all probability, not be confined in Washington County. Mobility of society and sociological trends suggest movement in a radius of several miles from the home base or legal residence. "Mobility," writes William Simon, "will tend to be an individual occurrence within a context that provides little necessity for continued group identification, or participation. It is almost a matter of definition; with mobility one merely ceases to be a hillbilly and becomes a southerner — the two are *not* the same."[3] Mobility will see the individual rural child traveling and going into the industrial areas, or, alternatively, industry will come to him.

Our reorientation should make us cognizant of this relocation on the part of industry into southern rural areas where it has found the comfortable accommodations of: land space, lower taxes, and a labor force requiring lower wages. Vocational programs must then be established within the schools which will prepare students for the jobs that will be available through these business and industrial concerns. Offering an educational program that will meet the needs of disadvantaged youth as well as those of an augmented economy is admittedly a priority problem facing education today. Its solution will require the ultimate in educational effort together with the combined resources of the total community. For better or for worse, the school is firmly embedded in the community, and in the final analysis, the existence of a viable community structure, of a healthy neighborhood in which children and their families can operate effectively and rewardingly, is the fundamental essential without which other strictly educational efforts will ultimately fail.

Every community provides its singular measure of indigenous resources and the rural community is no exception. Examples of these resources, coordinate services, and strategies for their use may be found in:

1. The community based, regional or federal *Department of Health, Education and Welfare*. The office of Health, Education and Welfare becomes a resource for both financial and technical assistance. The present mood of Congress and the President seems to indicate that more responsibility for the management and expenditure of federal funds will be given to the states. For example, by June, 1970, the administration and management of all Title III funds coming into the states will be the responsibility of the state departments of education. Local districts will no longer send applications to Washington for funding but will direct these to an internally based office for review, assessment and grant awarding. The main responsibility for preparing youth for initial experiences in productive open-ended employment justly

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[3] Simon, William R. "Southern White Migrants: Ethnicity and Pseudo Ethnicity," *Human Development*, 1:20 - 24, Summer, 1960.

lies with public education. One vocational educator, Feldman, has suggested that Title III of the Elementary and Secondary Education Act (ESEA) points in this direction through the merger of the area vocational school with the supplementary centers suggested and funded through Title III ESEA Act.[4]

2. The local or regional *Community Action Program* (CAP). The CAP Agency funded from the Office of Economic Opportunity, is entering a reorganization which will see it moving into a consortium closely aligned with the Department of Labor CAP agencies can develop skill training programs as well as basic education programs. These agencies are required to coordinate their programmatic efforts with the community and local education agencies. Thus, CAP becomes an added resource for combined efforts affording programs for out-of-school students, dropouts and delinquents, young adults and senior citizens in the community. Program emphasis may take the form of skills training, up-grading or cross-training, all of which represent a direct supplement to the local vocational program.

The Neighborhood Youth Corps is a further adjunct of the local CAP agency. Office of Economic Opportunity programs have a foundation that permits them to deal with programs of an educational nature from the "cradle to the grave", points of reference may be Headstart to Senior Citizens. This is ample substantiation for coordinated efforts toward coordinative planning and implementation of training programs.

3. Still another Office of Economic Opportunity sponsored program having skills training orientation is that of the *Job Corps Center*. Although some Job Corps installations have become defunct, mini-centers are being developed in their place. Not only does the program of the mini-center resemble that of a vocational program but these smaller installations have a more localized setting permitting students to remain closer to a home identification base. Their proximity lends itself to coordinated school and agency efforts.

4. *The Manpower Development and Training Act* (MDTA) program design serves as but an extension of the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968. Manpower development and training, administered by the state department of education through its vocational division, by the state department of labor or both, simultaneously, services out-of-school youth, young adults and adult citizens.

A strategy employed in New Jersey for providing more comprehensive concerted services in conjunction with this community resource is a jointure of the local education agency and MDTA taking the form of a vocational skills center. One such facility, in the city of Newark, developed training programs in some forty plus occupational areas for enrollees. A few of these are as follows: service station operation, radio repair, television repair, baking, small appliance repair, building maintenance, business education skills, shoe repair, electronic data processing, and cosmetology. This and other centers have been operating successfully for several years and are a supplement to vocational training in the public secondary school as well as that provided at the thirteenth and fourteenth year levels in county vocational schools.

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[4] Feldman, Marvin J. *Public Education and Manpower Development,* Ford Foundation Reprint, A paper presented at the Conference on Curriculum & Teaching Depressed Areas, Columbia University, June 27, 1967.

Another possibility evolves under MDTA programs wherein independent organizations within the community may apply for funds and set up separate small scale training programs. An example might be cited in the community of Plainfield, New Jersey, which city sought and received funds for the establishment and operation of a community based training program in preparing office workers. Optionally, a local business might gain endorsement for the training of persons skilled in a particular occupation indigenous to its production needs or vitally needed within the community. These latter references lead us to still another community resource.

5. The substantiation of employment needs which can be afforded through the local or state *Employment Security Division*. Historically, the state Employment Security Division provides a service of job placement, testing, interviewing, counseling and labor information. If one desires an assessment of labor needs, it can be gained through the employment security service. Most frequently, this information is readily available through their clearinghouse on labor information. Operating properly, a state Employment Security Division is a resource for all kinds of labor information not only within the state, but within the country through the network of nationwide state employment service offices. To show the relationship of these offices to the factor of mobility, a worker skilled in a particular occupation could feasibly submit a resume to a local employment security office with an accompanying request for location in an area where his particular skill could be advantageously used. The circulation of the workers resume through the network of state Employment Security Divisions could result in the worker finding immediate and profitable job placement in almost any locale in the continental United States.

Additionally, United States Employment Service (USES) placement officers could be placed in existing comprehensive high schools, vocational schools, technical institutes, and community colleges, making it possible for the public school to take on the serious role of job placement rather than job referral. The guidance capability of USES can also be afforded the sixteen year old and older student. Tying USES to public education would also provide vocational counseling services to many schools that now lack them altogether.

6. *The Vocational Rehabilitation Commission* has a programmatic structure which makes it a direct resource to improve school programming. The Commission seeks to rehabilitate those who are physically handicapped, those with some neurological impairment and those with a sufficient percentage of disability which renders them incapacitated for work. It works with school age children as well as non-school age persons. If there is need for some type of prognosis, educational counselors under Commission employ can work with the school or even be assigned to the school. They render service in the administration of tests, and processing through necessary medical, psychological and psychiatric examinations. Having garnered all the information available through these efforts, classification of the individual can be made and an individually prescribed educational plan devised. Such a plan may require only consultative services, but the Commission, under most circumstances can supply whatever is required to fulfill the plan. In some instances, a plan may dictate the provision of special training. Generally speaking, most state commissions have sheltered workshops where persons might be placed while undergoing an assessment of skills for subsequent employment in an occupational area. These examples reinforce

the Vocational Rehabilitation Commission as a particularly resourceful one in working with the atypical child.

7. *The Children's Services, Board of Child Welfare,* and *Juvenile Services Bureau* of the state department should be viewed as an extension of the school pupil personnel services. In all probability, the student known to the pupil personnel services within the school is usually known to one of the community agencies; Bureau of Children's Services, Juvenile Services, etc. A rather unique benefit suggests that it is extremely imperative that the special services section of the school system work closely with these agencies. Within their framework is couched the asset of authorized legality. This licensure endorses action to correct improper situations within the home, impacting upon and affecting the student's learning. School pupil personnel services, most frequently, have only the advantage of persuasive influence. Other complements to the services provided through these resources are found in the provision of counseling, and emergency funding for hardship cases.

8. Readily acknowledged resources of the Arkansas rural community are the *Agricultural and Home Economics Extension Services.* An analysis of these prompted us to reflect upon the services as they function in New Jersey. Both have seen fit to involve themselves in upgrading and training sessions for parents and students. The training might aptly be in budgeting practices, selection of foods, crop rotation, clothing construction, improved farming methodology, food preparation or preservation and many others.

Consultative services, too, are available through state university personnel. The influence of these services can be far reaching, provoking interest and opening avenues to job opportunities never anticipated. As an example, it is not impossible or unlikely that interests in soil conservation, veterinary medicine or farm management on the part of an otherwise uninspired male student might evolve from his association with the farm extension agent or university consultant.

9. Two agencies, the *school* and the *health department* are vitally concerned with the health of children and youth. Their interest is both legal and moral in nature. Both have important contributions to make to health services for children and youth of school age. The first, schools, have intimate knowledge of their pupils as a result of daily contact and observation, and an understanding of the part health services play in their total educational experience. The other, health departments, have accurate knowledge of the health problems and resources of the community as they affect children of all ages and their families. Both agencies have personnel whose skills are needed in the solution of school health problems.

Permit me to refer to a personal experience involving community health resources in working with migrant children in New Jersey. Each of five Migrant Demonstration School sites had a school population ranging from 100 to 150 pupils. A full-time school nurse was assigned to each school and medical and dental services were available on a biweekly schedule or in some emergency situations. The somewhat adverse location of school sites and an accompanying limitation of funds often made it necessary for some more accessible and economical resource to be utilized. Our school nurses found the necessary medical or dental services through cooperative facilities of the local, county, and state health services. Examples of these were as follows: a child needing corrective shoes was serviced through the Middlesex County

Crippled Children's Bureau; another having a rather serious speech impediment was given therapy through the services of the County Speech and Hearing Clinic; and another whose vision testing revealed the need for glasses, received these through a local service club. Many children were found whose health survey dictated the need for utilizing the medical and medicinal resources provided through the state Communicable Diseases Bureau. Although our migrant health services were minimal, use of the full complement of available resources richly accented this segment of the migrant education program.

10. Our reference to cooperative and coordinated community health services provokes an immediate association with *community service clubs*. Ours is the responsibility of identifying the services available through such groups. To mention a few and their documented interests and service contributions we cite:

a. *Civitan Club* — A group which has long supported research and assistance to handicapped children and those with neurological impairment.

b. *The Lions* — Have received nationwide acclaim for their social program helping children with problems of vision.

c. *The Kiwanis* — Lend financial support to scholarship programs and tutoring services.

d. *The Rotarians* — Through a Rotary foundation fund, support charitable, scientific, literary and educational research and organizations. Through the vocational service program, Rotarians accept the responsibility of coordinating guidance and cooperative work study groups by placing students in employment and for extension of guidance with Rotary personnel in business, industry and the professions. Another emphasis is that of the international scholarship program which supports student educational enrichment through foreign study. Still another Rotary foundation fund makes loans directly to students enabling them to pursue preparatory school or college education.

e. *The Shriners* — Vigorously aid the cause of crippled children in research, hospital care and therapy.

f. *The Elks* — Staunchly support a service program dedicated to the aid of crippled children.

Perhaps an extension of a program model followed in one New Jersey community could be adopted. In this community, there exists a one-to-one tutoring program. The program is staffed by professional and other community persons with particular skills, and most often, members of one of the service or social club groups. These volunteers are an excellent community resource, giving of their time to come into the schools and work with pupils. The results are the fostering of confidence, imagery building, and educational skills development. Moreover, their involvement propagates a broadening of the technical assistance available in the classroom and at the same time creates an awareness and hopefully, support for what is being done in the schools.

11. Religious groups can also be of enormous help. Again, attention is directed to the Mennonites, a group which may serve as an extraordinary prototype of what can be done through and with religious bodies. Arkansas has the availability of this particular community resource, a fact proven by their intercession and aid following the Arkansas tornadoes in the early 1950s. The support of other religious sects is equally accessible. Mennonites in St. Louis assisted a local non-profit corporation in the construction of low cost, partly government subsidized houses for resale to residents of poverty areas and also built a community center, a clinic building, and a vocational training facility. This is just one example of the service potential found within the church. Perhaps the most common service indigenous to every church body is that of a communications channel. If through this resource nothing else is accomplished save communication, education is richly compensated.

The development of strategies for the utilization of community resources, then, has a model. Utilization does not begin at its "finish" point but rather, like any product, at the point of conceptualizing goals and objectives. Arnold Salisbury, addressing the 1969 conference on "Education for the Eighties," at Northern Illinois University, quite appropriately defined this point as "whether we are tending!"[5] Abraham Lincoln once wisely observed, that if we would *first* know *where* we are *tending*, we would then better judge *what* to do and *how* to do it. It is a good time to take stock of where we are and whither we are tending!

A coordination model, Figure 1, which accepts this challenge is recommended to you. It begins, you will note, with *Step 1*, identifying the student and that was precisely our beginning. Until we identify the student, we can have no knowledge of his needs. It will be difficult, to say the least, to offer an educational prescription which will be fitting and utilitarian and almost impossible to supply the many ancillary or adjunct services.

Having identified the student, his general education and vocational needs can only be met through a melding or wedding with community and labor needs. Accordingly, a survey of these needs is suggested as *Step 2*. The expansiveness of the community must be an accepted variable in this needs assessment. Now, almost any community can be considered contiguous to any other.

The information we now have dictates that we enter *Step 3*, and reassess the educational program. Admittedly, the established programs no longer fit the needs and have resulted in the chaotic plight all education faces. Programs are developed around goals and objectives or to reiterate, "whether we are tending," and the "whether" naturally evolves from *Steps 1, 2 and 3*.

Now that we have needs, a program and identifiable resources, *Step 4*, a linkage of the program with the resources, must follow and the concept of mutual assistance can be effectuated. As an example, given the educational program, any student, in any track, could benefit from the services offered through the Vocational Rehabilitation Commission while certain other students may categorically benefit from some of the other referenced agencies working together. A simpler need may be met through the use of a single service.

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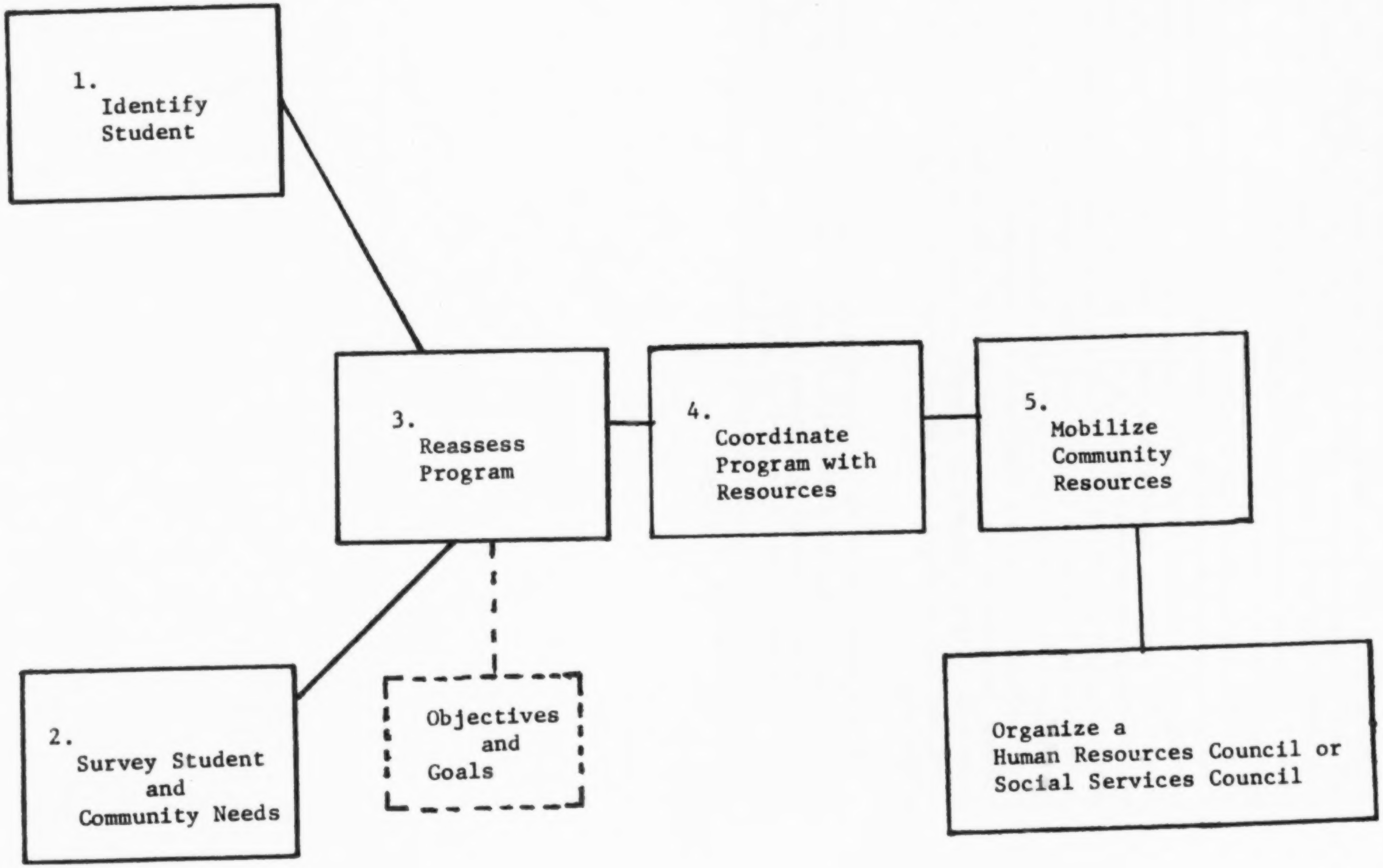
[5] Salisbury, Arnold. "Education for the Eighties," *Proceedings of the Conference*, Northern Illinois University, June 23 - 25, 1969.

Figure 1

COORDINATION MODEL


1. Identify Student
2. Survey Student and Community Needs
3. Reassess Program
Objectives and Goals
4. Coordinate Program with Resources
5. Mobilize Community Resources
Organize a Human Resources Council or Social Services Council

The important task assignment, *Step 5*, is the mobilizing of these public and private community resources; forming a jointure within which the community and the school can work together, opening or creating avenues for the dissemination of information and encouraging mutual attack on the complete gamut of interrelated needs. A suggested functioning vehicle is a consortium identified as a Human Resources Council or Social Services Council. A school community coordinator could be appointed to pilot the formulation and operation of this council. The coordinator could work with a single school district or with consolidated and contiguous school districts in rural areas. Such a person should be chosen for his demonstrated effectiveness in working with members of the community and his comprehensive knowledge of the educational program, its objectives and its needs. His specific function should be to help coordinate the services of the school with those of other agencies working in the community and to seek to fill, or arrange to have filled, gaps in services as they are discovered. In Black Hawk County, Iowa, several aggregate community groups were formed into just this type of community services council. The enthusiasm engendered by this cooperative venture resulted in the establishment of a community services building. This structure not only served as a centrally accessible location for the multiple services but also housed the council. I submit it to you as a viable strategy and operational plan leading to more effective use of the abundant community resources of this area.

We are prone to think that the little that each of us can do is not worth doing. But, all that is done, the greatest that is done, will be made up of the acts of individual people and dedicated groups. Education cannot conquer all alone. Society must participate in this social and educational revolution if progress is to be made. Progress must be made, for we are dealing with human lives and potentialities. We are shaping the *human* resources of tomorrow!

STRATEGIES FOR UTILIZING SCHOOL RESOURCES IN A COMPREHENSIVE SUPPORTIVE SERVICES PROGRAM

By

Bill VanZandt*

This presentation represents the second paper I have attempted for this group. I decided against the first paper largely because it attempted to solve the problem of coordination by simply thinking "good" thoughts. Fantasy is not the answer in anyone's guidelines, although this has been mainly the basis for our actions thus far. I don't say this to be facetious but to set the tone for our deliberation this morning. As Dr. Arnold emphasized in his opening remarks, coordination is not a recently coined term but it has been largely like the weather, everyone talks about it but no one does much about it. Sooner or later we should start asking ourselves "why". To help us at least identify a related field of knowledge and to aid us in our quest of "why", I have tapped the field of sociology and particularly that branch of sociology concerned with principles of group behavior for the first part of this presentation. The second part will be devoted to identifying services other than instructional services which might be provided by the school in the realm of vocational development.

I think the principles of group behavior become pertinent, because as I see the problem of coordination, that is, the problem of working together as obviously involving such principles. Of course it is not our purpose to discuss principles of group behavior as an end within themselves, but I would hope that by beginning with the principles of group behavior and then relating these principles to our own professional problems, assuming we can consider our profession as a group, we might begin to identify some of the facets which seem to be constituting problems for us. As an example, it is a noted principle of group behavior that there is a tendency of people to gravitate into groups or subgroups with the effect of maximizing their shared values. It is not difficult for us to see that as we come face to face with some of the new charges presented to us in recent legislation that we would tend to evaluate these new charges, in terms of whether or not they were consistent with the main values shared by us. Another principle that I think is pertinent and is largely in the same vein, says that the larger the proportion of new members joining an established group within a given period of time the greater will be the resistance of the group to their assimilation. This is by no means a small problem when we begin to talk about the coordination of services for vocational education students. In essence, we are caught up in the proposition of assimilating new members into our group. I use the word "member" here as being synonymous with the term identity. Another principle which is somewhat converse to what we have been speaking of thus far, says that the less change there is in group membership the higher the group moral will be. Of course, it would not be professionally or socially acceptable for us, to openly and publicly reject the new charges in the legislation, but more subtly we may not do all that can be done in order to most fully utilize or to develop new responsibilities and new members of our profession.

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The main point which I am attempting to make through these few examples is simply that the problems of coordination, such as the problem of accomplishing the objectives which we have stated and to which we have publicly given endorsement, may not be a problem of working with the intended recipient of our services, but it may well lie within the professional problems that have characterized many professions. As an example, the American Medical Association is presently developing the concept of "family" physician to counter the devaluation of the general practitioner.

To be sure, it has been stated time and time again that if a particular school or for that matter a particular community could harness the competencies, the skills, the insight, and the understanding that was available in a given school then it would, in fact, have the necessary competency to deal with about ninety per cent of its problems. This statement indicates that we have for a long time recognized the difficulty of harnessing a "collective wisdom" which is greater than the wisdom composed of its single parts. If we can, this morning, let's operate on the assumption that a collective wisdom, that is, that which is provided by a cooperative effort between agencies and individuals comprising such agencies is a more desirable resource than individual specialities. Then we can begin by looking at specific deterents to such a coordinated effort.

Without taking a great deal of time to be subtle and as the term goes call a spade, a spade, let me observe that at least on an agency basis or at least higher than the individual basis, the problem becomes one of how to proceed on a cooperative basis while maintaining the unique identity of that agency and without running head long into the reality that our competencies, and our understandings are more alike than different.

Here again we can begin to look at noted principles that would be pertinent in this case. The observation is, by those who study the group operation, that the more similar groups become, that is, the more interaction you have the more they become alike in terms of their norms and values. The reverse being that the less the communication or interaction between groups, the more tendency there is for conflict to arise between them. As an appendix to that statement, it might be noted that in those cases where there is a condition of low-level interaction between groups and where these groups subsequently find themselves faced with a sharply increased interaction with one another there will tend to be increased tension between the two until such times as an average or, in this case, we might call it dissonance reducing behavior, is defined and established between the two.

By the way, if you would please, make a note of some of these general principles that we have been and will be talking about so that I might ask you to consider these principles in terms of the coordination problem that constitutes the objectives for this workshop. I think our schedule will allow enough time for discussion of at least two or three of these principles and I am sure someone will be able to translate these into practical problem settings or give examples where the principle has operated to either a positive or negative effect in their own situation.

You probably have already noted that part of tomorrow's program is devoted to a demonstration meeting by representatives from different agencies in the community and it might be interesting to keep in mind some of the ideas or principles, as we have labeled them, as a reference point or as a criteria for judging the operation of the demonstration group. You should keep in mind though, that the group you will be observing tomorrow will not be a group as such, but will be *representatives* from various primary reference groups. This will in effect, dictate the behavior of the participants so that each of the participants can maintain his own personal, professional identity and remain supportive of his primary reference group. I think many of you have experienced this same situation. You probably will see it demonstrated again tomorrow. When you become a representative for a primary reference group with which you are highly identified, this considerably changes your ability to focus on the problem at hand and ties you pretty much to portraying an adequate role for your particular primary reference group.

Now, getting more directly at the topic to which we are addressing ourselves this morning, mainly that of coordinating services within the school, I would observe that, based upon our discussion thus far, the coordination of services within a particular agency, in this case the school, would probably be an easier task than the coordination of services between agencies. I guess we might also observe that the problem of coordination is not a continuum as we might like to believe, that is, the administrative process of coordinating *within* an agency does not necessarily hold when one considers the problem of coordination *between* agencies. This may in fact, account for the lack of real coordinative efforts between agencies, therefore, in looking at the problem of coordinating services within the school we need not give a great deal of attention to between group principles but more specifically look at the principles which would be related to the interaction of agency members and the process of providing leadership through which the collective wisdom within the school can be harnessed. As a basic consideration in any cooperative endeavor, it must be borne in mind that effectiveness is largely tied to whether or not your cooperative team see their own personal goals, and these may be identical with professional goals, as being advanced by the intent of the group. That is to say, when the individual's personal or professional goals are being advanced by his participation in a cooperative affair then you can expect both satisfaction and effectiveness. And it is in this area that leadership becomes extremely pertinent.

Before we proceed further, and by way of clarification, you probably are wondering why I am tying the term cooperation so closely to group settings or to the idea of groups rather than individuals working singularly and simply compiling their individual efforts. I suppose the best reply to this observation would simply be that individuals who work singularly and attempt to compile their individual efforts are quite appropriate when the problem has a *definite* and *identifiable* solution, in other words, when it is considered a technical problem rather than an attitudinal problem. In the main, the objectives toward which we are directing our efforts this morning fall within the realm of attitudinal problems rather than being technical in nature. By attitudinal, I mean problems of human orientation, problems of human motivation, and in general problems that deal with human behavior rather than competency and skills of a technical nature.

For those of you in attendance representing the field of social work, the term "staffing" will be a familiar one, it would also be to a member of the medical profession and to some extent "staffing" is a newly developing concept in the field of law. Largely through the influence of social workers, many larger and usually urban schools utilize this concept in working with students of atypical characteristics; such as those needing special instruction in health problems, problems of attendance or learning problems of various types. However, even under the circumstances we have described; finding a time when the student's teacher, principal, social worker, and counselor can combine their thinking for the purpose of helping the student is not easy as any of you who have worked in a school can attest. Mainly this type of concentrated attention is limited to that student who is pretty well going down for the count. For at least twenty years we have been able to predict with considerable accuracy those students with high dropout potential, even as early as the fourth grade. Yet I do not know of a single instance in which the individual we have mentioned, and additionally, the parents have taken up the problem prior to its actual occurrence. There probably have been exceptions to this mode of operation, but certainly we would recognize the motive under this circumstance as being something other than attending to the needs of the child.

Let it suffice to say that the coordination charge manifested in almost all recent federal legislation does, for the first time, provide for personnel whose primary and sole purpose is to coordinate services for students and various other segments of the population. In the past, even though the task of coordinated action existed by implication or perhaps was explicitly stated, it usually stood along side equal or usually more compelling objectives.

Now, let me begin a plea for attention to the characteristics of the potential coordinator by making a few observations about the task with which he will be faced.

First, he will be faced with the proposition of accomplishing within an agency an objective imposed from external sources. Obviously the task is one of how to passively cope with the problem, which is the predictable method by which an individual, within an agency, can be most effective in defeating such externally imposed objectives. Now, unless the objectives on the part of the individuals comprising the coordinated task group can be rather specific in nature; leadership strength will need to follow traditional lines, such as being socially based for the most part.

Second, the historical identity of the professional argues against submerging individuality in a cloak of "team effort" and/or cooperative activity unless, of course, provision is made for recognition on a share and share-alike basis. If a coordinator plans to go into a school and get other staff members to work toward his objectives and then allow him to stand back and say, "Hey, look what I have done" then he is quite mistaken. Principals and superintendents do not even get away with that for long.

Look now at the second perspective of the problem in which I will attempt to identify services which could be provided by the school other than the traditional instructional services.

As a result of a study conducted at Ball State University in about 1964, it was concluded that adult-like occupational values existed with children as early as the third grade. Further, it was noted that the process of decision-making with reference to social desirability of occupations by elementary age children utilized negative references, such as; rejections, rather than positive attractions. The essence of the whole matter being that one can gain a clearer picture of the child's occupational orientation by asking him what he rejects for himself rather than what he wants to become. Unfortunately many children, at a later time, find themselves confronted with the very occupation he at one time rejected. The necessity of positive occupational orientation experiences in the elementary school is obvious.

Finally, imagery building materials introduced in connection with regular academic instruction have been for sometime a desirable tactic. Science Research Associates, and the Rochester Reading Services have developed some materials which have been used with some degree of success. However, someone has yet to develop really good materials and someone has yet to provide the type of encouragement teachers need to involve themselves in the task.

USING ADVISORY COUNCILS AND COMMITTEES TO IMPROVE VOCATIONAL PROGRAMS FOR RURAL STUDENTS

By

Calvin Dellefield *

The Eric Clearinghouse on Rural Education and Small Schools has published a series of research monographs in the area of rural education. Last May, Rogers said in one of these monographs, "Educators throughout the nation are caught up with the notion of change. It is not a small or superficial interest that they feel, but a complete commitment. They are saturated, preoccupied, and consumed with change. It is their first real love affair since progressive education." [1] Rogers then went on to say:

> While many of the other schools in the nation court change, the small and rural schools of our country shy away, looking only from a distance at the innovations that accompany change as it sweeps through our educational systems.
>
> The small and rural schools, isolated from the mainstream of its path, rarely venture forward, perhaps because they feel change might be too costly, perhaps because they feel uncertain when faced with the new teaching techniques it often brings, perhaps because they feel its innovations to be inappropriate for their way of life, perhaps because they really do not know much about change and therefore distrust it, perhaps because they have seen what it offers and are just not interested. The dilemma of the small and rural schools is how to win the hand of change, how to bring change to their communities, so that rural schools can also benefit from innovation and change in education.
>
> The times in which we live force us to recognize and deal with change. Our total environment is composed of many and varied social systems, integrated in a weblike configuration. The acceptance of change and innovation by any one of these social systems means the other social institutions must respond. Any society is a sum of its many parts. If a society is one in which change is taking place at an accelerated rate, then it of necessity follows that its component parts must also be changing at a rapid pace.[2] Our educational systems of necessity are enamored with change. The change occurring in the other sectors of our larger environment requires an educational system that can accommodate to these changes, as well as prepare individuals to live in a society that is changing and will continue to change at an ever increasing rate. [3]

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[1] Rogers and Svenning, May, 1969.

[2] Keeley, Jean A., "Criteria for Innovations," *Educational Leadership,* 25:304, January, 1968.

[3] Rogers and Svenning, op. cit.

Change for change sake is not a professional approach but when we face the contrasts and contradictions now present in our society which exceed any we have known, change becomes a requirement, especially, perhaps for rural education:

1. In a society that is or shortly will be reaching an annual productivity of one trillion dollars, where over one-third of its people live in or on the margin of poverty.
2. In a society where there are persistent unfilled demands for highly skilled employees, when about four million unemployed individuals are unable to match their work skills to meaningful employment.
3. In a society where the scientific establishment has actually reached the moon and is probing outer space, but less than half of the adults over twenty-five years of age have completed a high school education.
4. In a society where education is increasingly the basic link between youth and the world of work, and yet some twenty per cent of its young people become high school dropouts.
5. In a society where over half of the student population does not enroll in post high school education, and less than eighteen per cent of its students are currently being enrolled in secondary programs of vocational education of a gainful employment type.
6. In a society where preparation for work is required for virtually all people in all jobs, the prevailing educational structure is primarily designed to serve the twenty per cent, or less, who will eventually complete a four year college degree.
7. In a society where education is expected, among other expectations, to help young people to make a living, and yet there is an illogical and perplexing division between academic and vocational education
8. In a society which emphasizes careers and success above all other attainments, where education directed to occupational preparation is considered inferior to education directed to other ends and is artificially set apart from them.[4]

As communities change, the role of schools and particularly vocational education, must also change. Many vocational education programs have trained for poverty level, deadend jobs. This tendency *must* be made a thing of the past. Vocational education, perhaps more than any other type of educational program, requires close cooperation with the community. It prepares the young and adults to enter the labor force and supplies the means for upgrading their skills. Therefore, it must be evaluated and re-evaluated by persons engaged in the various occupational fields in order to be certain that instruction is relevant. Particularly in rural areas, where many young people are tempted to flee to the cities, vocational education must become synonymous with preparation for a career. Advisory councils are not new to vocational educators; we have used them for many years—I might more appropriately say that most of us have abused them for many years. For the first time, Congress recognized through the Vocational Education Amendments of 1968, the need, the desirability—no the necessity—for a marriage rather than a courtship between the educational community, and business and industrial communities.

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[4] Loomis, William G., "Professional Development for Vocational Education—Its Limitless Potential." Paper presented to the Third National Vocational Technical Teacher Education Seminar, Miami Beach, Florida, October 23, 1969.

At the federal level the National Advisory Council on Vocational Education was established. This Council brought together lay people and experts with particular interests in the various facets of vocational education to advise the Commissioner of Education, the Secretary of Health, Education, and Welfare, and to make recommendations for legislation to Congress. At the state level, similar councils were required to independently evaluate each state's vocational program and make recommendations to the State Board, the Commissioner of Education, and the National Council.

In order for this chain to be strengthened and made more directly effective, each community should consider establishing a vocational advisory council with members representing the various interested groups; from business, labor, government, areas of special need, ethnic groups, and the community at large. An advisory committee of five to ten could also be established for each individual occupation in which training is offered.

Thus, a school offering five vocational courses would have at least twenty-five to fifty interested community people participating in many ways in the conduct of these programs. They could be effective in student recruitment, selection and placement, the instructional program, in teacher assistance, student recognition and public relations. I have attached to this paper a comprehensive list of activities and services which may be provided by a local industry and education advisory council.

Rural vocational educators have told me that vocational education in their communities should be a part of the total education system; that in vocational education, classes are usually smaller, take up more space, require expensive supplies and equipment, and therefore, the cost per student is generally higher than for general education. They tell me that guidance is more difficult and more essential in rural areas because rural youngsters, and in some cases adults, have not had the opportunity to be exposed to a variety of vocational areas. These educators have said that more funds must be made available for rural vocational education.

The National Council is currently exploring the idea suggested by Dr. John Letson, Superintendent of Atlanta Public Schools, whereby each school district would provide its average student expenditure for each student participating in a vocational program and the federal government would provide the additional costs required to provide quality programs of vocational education.

If we as vocational educators wish to continue to change in order to keep up with our changing environment, we are going to need the backing, support, and guidance of our communities. To secure this, we must maintain continuous dialogue with our communities. The most effective way of maintaining this continuous interchange of thoughts and ideas is by involving interested, active citizens in regular school advisory councils.

ATTACHMENT A

Checklist of Activities and Services Provided by Local Industry-Education Advisory Committees *

Student Recruitment, Selection, and Placement

1. Encouraging young people and parents to consider vocational and technical education and training through visits to "feeder schools," speeches to civic clubs, career day meetings, etc.
2. Assisting in the screening of students applying for admission to the courses.
3. Participating in the development of aptitude tests for selection of students.
4. Providing information concerning desirable aptitudes, education, and experience background which applicants for entry level jobs should have so that educators may properly plan their student recruitment, as well as educational and training programs.
5. Arranging plant or field trip visits for students and counselors.
6. Providing vocational guidance literature to teachers, counselors and students.
7. Assisting and participating in surveys of local industry manpower needs.
8. Assisting in the development of aptitude tests, achievement tests, and certification and licensing tests concerned with initial employment of school graduates.
9. Placing students in part time work during school year or summer vacations.
10. Placing school graduates in jobs.

Instructional Program

1. Assisting in the preparation and review of budget requests for laboratory and shop equipment and supplies.
2. Evaluating physical conditions, adequacy of equipment, and layout of laboratory or shop.

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* Burt, Samuel M., *Industry and Vocational-Technical Education (New York: McGraw-Hill Book Company, 1967)*, Chapter 3.

3. Assisting in the development and review of course content to assure its currency in meeting the changing skill and knowledge needs of the industry.
4. Obtaining needed school equipment and supplies on loan, as gifts, or at special prices.
5. Assisting in the establishment of standards of proficiency to be met by students.
6. Assisting in the development of school policy concerning the kinds and volume of production work or "live jobs" to be produced by students so that this work will be of instructional value in the educational program.
7. Establishing and maintaining a library of visual aids, magazines, and books concerning industry.
8. Assisting in the development of special education and training programs conducted with funds made available by the Manpower Development and Training Act, the Economic Opportunity Act, etc.
9. Assisting in the development of evening school skill improvement and technical courses of employed plant personnel.
10. Assisting in the development of apprenticeship and on-the-job training related courses.
11. Arranging plant or field trip visits for teachers.
12. Providing sample kits of raw materials, finished products, charts, posters, etc., for exhibit and instructional purposes in classrooms and shops.

Assisting in the establishment of student fees and charges for courses and programs.

Teacher Assistance

1. Providing funds to assist local teachers in attending regional and national meetings of industry and teacher organizations.
2. Arranging meetings of teachers to establish cooperative relationships between the schools and industry.
3. Arranging summer employment for teachers.
4. Assisting in the establishment of teacher qualification requirements.
5. Conducting clinics and inservice and outservice training programs for teachers.
6. Arranging for substitute or resource instructors from industry to assist regular teachers.

7. Subsidizing teacher salaries in such unusual cases as may be necessary to obtain qualified instructors.

8. Paying industry organization membership dues for teachers.

9. Providing awards and prizes to outstanding teachers.

Student Recognition

1. Providing scholarships and other financial assistance for outstanding graduates who wish to continue their education and training.

2. Providing prizes to outstanding students.

Public Relations

1. Providing speakers to address trade and civic groups concerning the industry's education and training program in the school.

2. Providing news stories concerning school programs to magazines published for specific industry groups.

3. Providing news stories concerning school programs to local news media.

4. Attending meetings in support of vocational and technical education which may be called by local and state school officials, boards, and legislative groups.

5. Participating in radio and television programs designed to "sell" vocational and technical education to the public.

6. Contributing funds to advertise specific school occupational education and training programs.

7. Advising employees and their families concerning school programs by posting the information on bulletin boards, news stories in company publications, and enclosures in pay envelopes.

SUMMARY OF AN UNREHEARSED MEETING OF SEVEN OFFICIALS REPRESENTING LOCAL SUPPORTIVE SERVICE AGENCIES

By

Robert E. Norton *

Approximately one and one-half hours on Thursday morning were devoted to an impromptu meeting of seven agency officials who simulated coming together for the first time as a group to discuss four case studies of students having special needs or problems. Dr. Bill Van Zandt, Associate Professor of Counselor Education at the University of Arkansas, served as moderator of the session.

The meeting was designed to follow up presentations, made by Dr. Van Zandt and Mrs. Chrystine Shack on Wednesday, that dealt with strategies for utilizing school and community resources in a comprehensive supportive services program. The intent was to illustrate by simulation the ideas presented and the problems likely to result when interagency participation is sought so as to deal cooperatively and collectively with student problems.

The seven participants and the agencies they represented were as follows:

Mr. Ezra Bartlett — Manager, Employment Security Division
Mr. Dale Clark — Counselor, Vocational Rehabilitation Service
Mr. Charles Johnson — Director, Office of Economic Opportunity
Miss Betty Lighton — Volunteer, Washington County Juvenile Court
Mrs. Patricia Miesner — Counselor, Fayetteville High School
Mr. Roy Smith — Assistant Director, Fayetteville West Campus
Dr. Ben Winborn — Assistant Superintendent, Fayetteville Public Schools

Each agency representative was asked to play a dual role, that of representing their respective agency and its objectives as well as trying to offer the best assistance available to meet specific student needs. It was demonstrated and explained that sometimes these two roles can cause conflict; conflict which may be resolved by placing more emphasis on the agencies objectives than on the needs of students.

The following examples, which represented actual cases of students who were attending Fayetteville Public Schools, were prepared by Mr. Smith and used as examples for discussion.

1. Steve is a sixteen year old disadvantaged boy who has diabetes and is mentally retarded. He has been given social promotions through the elementary and junior high grades. He was referred to vocational rehabilitation services by a private physician and arrangements were made to place him in the West Campus Vocational School. While in school, he has been able to maintain part-time employment. He is now employed full time in a sheltered workshop.

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* Dr. Robert E. Norton was the Institute Director and is Assistant Professor of Vocational Education, Department of Vocational Education, College of Education, University of Arkansas, Fayetteville, Arkansas.

2. Tex is a boy from a broken home. He has police records in two states and is still on probation. Referred to the vocational school by the probation officer, he has discovered an interest in welding and has established an excellent record of attendance, workmanship, and *esprit de corps*.

3. Gary was referred to vocational rehabilitation services by an area school because of a physical disability. Although a slow learner, Gary completed a two year vocational course and is now employed. He needs more training so as to obtain a job that he can handle physically.

4. Debby, a girl from a poor home environment, dropped out of school and was sent to a girls training school. She was released under the supervision of a social worker, got married and was referred to the vocational school for training. Funds to pay her tuition are needed because her home school district is unwilling to pay it.

Following the large group session, in which the demonstration meeting was conducted, the participants went into small group sessions for a critique and synthesis of the points brought out in the meeting.

USING CHANGE AGENT TECHNIQUES TO IMPLEMENT COORDINATION OF SUPPORTIVE SERVICES

By

Garry R. Bice *

The purpose of this paper is to present some very specific ideas concerning methods and/or techniques that you might take home with you and use, to begin or at least improve the coordination of supportive services for vocational education students in rural areas. The title assigned to this presentation would lead one to believe that there is a series, a laundry list if you will, of techniques that can be used in a step-by-step fashion to accomplish the job at hand. This, of course, is far from reality. The reason for this is fairly simple. First of all, up until this week, no plans had really been formulated concerning this implementation problem. You have, this week, at least developed some *ideas* concerning coordination of supportive services. Without a plan of what was to be done, it was impossible to develop a list of steps through which one would proceed.

If you will just think about the situation for a second, you will probably conclude that what we are trying to do by implementing the coordination of supportive services, is simply to implement certain changes. And this we do know something about. There are certain techniques or strategies that can be used to bring about planned, organized, rational change in desired directions. What we want to do then, is to take a look at some ideas that might be useful in bringing about more effective coordination of supportive services.

To accomplish this, I would like to do three things. First, I will present a broad, oversimplified framework, or perhaps more appropriately, a general description of change including the definitions of terms. Secondly, I will describe one or two suggested strategies for change. Finally, I will discuss some important variables which one must consider when attempting to bring about change in the field of vocational-technical education.

I. *Framework or General Description*

Let us begin with a few definitions of terms that will be used fairly extensively throughout the remainder of the paper.

A. Adoption: a decision to continue full use of an innovation. (Rogers, 1962)

B. Change: the act, process, or result of making different, by alteration, transformation, or substitution. Change may imply any variation whatever, affecting a thing essentially or superficially. (Webster)

C. Change Agent: a person who enhances or retards acceptance of an innovation by a target audience.

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* Mr. Garry R. Bice at the time of this presentation was a Research Associate with the Center for Vocational and Technical Education, The Ohio State University, Columbus, Ohio. He is presently employed as Director of the Tennessee Research Coordination Unit located at Knoxville, Tennessee.

D. Change Process: a series of conditions, strategies, and procedures employed by an individual or change agency to affect a given alteration in a client system. (EBR)

E. Communication: the process by which messages are transferred from a source to a receiver. (Rogers, 1968)

F. Diffusion: the process by which new ideas are communicated to the members of a social system. (Rogers, 1968)

Diffusion: the process of being concerned with (1) acceptance; (2) over time, (3) of some specific item—an idea or practice, (4) by individuals, groups or other adopting units, linked to (5) specific channels of communication, (6) to a social structure, and (7) to a given system of values, or culture. (Katz)

A major difference between the diffusion process and the adoption process is that diffusion occurs among persons while adoption is an individual matter.

G. Innovation: an idea, practice, or object perceived as new by an individual. (Rogers, 1968)

H. Planned Change: the introduction of information in order to achieve predetermined goals.

Types of Change

There are basically two types of change with which we are concerned. One type is spontaneous change.[1] Spontaneous change is that which occurs as a result of the natural forces in the social system without externally induced motivation or constraint. This type of change may be likened to a natural evolutionary process. That is, it evolves without the application of deliberate effort. This is what is going to happen if we do not do something about it.

The second type of change is planned change.[2] We have heard most about this type of change and probably are concerned with this type to a greater degree. Planned change is the conscious and deliberate management of the change process to achieve a definite end or result. The end result we are planning for here is the implementation of a plan for coordinating supportive services. And, indeed, if we or other "change agents" are to implement better, more effective coordination of supportive services, we will have to use planned change processes, if for no other reason than just to speed up the process. To be sure, spontaneous change might eventually accomplish a similar goal, but over a much longer period of time.

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[1] Everett M. Rogers and Lynne Svenning, *Managing Change*, (San Mateo: County Board of Education, 1969), p. 16.

[2] *Ibid.*

II. *Some Suggested Strategies*

The number of different strategies for change approximate the number of people who write about them. For example, people such as Rogers, Havelock, Miles, and Guba and Clark have suggested some plans or strategies which would accomplish this "planned change" that we are after. I would like to mention a couple of different strategies, just for information purposes, then use one of them as a basis for discussing some possible techniques which might be used in implementing the coordination of supportive services.

Benne sees planned change in education basically as issues of practical judgments, with constant attention to the value issues in making these judgments with other people. This is simply a series of practical judgments.[3]

A strategy suggested by Richard Walton is actually three approaches wrapped into one.[4] His strategy consists of (1) building a power base and strategically manipulating this power base, (2) using an approach which involves overtures of love and trust and gestures of good will, and (3) problem solving. Since these labels may seem a little strange to some of you, they need further explanation.

A. *The Power Strategy*

The first part of this strategy (building a power base and strategically manipulating it) may more appropriately be called a power strategy. In order to establish a basis for negotiation with another group and improve the probable outcome for youself, meaning your organization, you must build your power base *opposite* the other group. You can increase your relative power by making this other group more dependent upon you and decreasing your dependence upon them. In order for you to command the attention of the other group and establish a basis for giving back and forth, the other group must be threatened with harm, loss, inconvenience, or embarrassment. I hope you are interpreting this "other group" that I have been talking about to be a fellow supervisor, or teacher, or administrator or cooperating agency. Now, if we attempt to use this strategy we must be very careful of our approaches and assess the possible ramifications of our actions.

In order to make maximum use of the potential power that you have built up, a second set of teactical operations may be required. These include biasing this other group's objectives. This can be accomplished by manipulating communication patterns and networks. There are some real classic examples of what is suggested here. Consider tactics employed by such groups as Student's for a Democratic Soceity (SDS) and the Cuban Missile Episode. Would such tactics work in vocational education and with the groups with which we must work? We must be cautious to say the least.

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[3] Kenneth D. Benne and Bozidar Muntyan, *Human Relations in Curricuum Change,* Illinois Secondary School Curriculum Program Bulletin No. 7, 1949.

[4] Richard Walton, "Two Strategies of Social Change and Their Dilemmas," *Journal of Applied Behavioral Science*, Vol. 1, No. 2, pp. 167-179.

B. *A Strategy to Change Attitudes*

The second general category or strategy, which involves (overtures of love and trust and gestures of good will) is basically one of changing attitudes. You, I think, recognize well the role that attitudes play in change and cooperation.

Increasing the level of commonality and trust between persons or groups, in other words changing attitudes, may be accomplished in several different ways or a combination of ways, through:

1. Minimizing the perceived differences between the goals and characteristics of your group and the other group, whether it is MDTA, CAMPS, or what have you.
2. Emphasizing mutual goals and cooperation.
3. Refraining from advocating those plans which threaten the other groups.
4. Establishing formal and informal communication channels with the other groups.
5. Involving those from other groups on an equal status basis.

There are, certainly, differences between the power strategy and the attitude change strategy. You may have to utilize parts of both strategies at different times in achieving any one particular goal. Only you can determine which one is most appropriate for your situation at a specific point in time.

C. *The Problem Solving Strategy*

The third strategy, and probably the one most familiar to you, is the problem solving strategy. The problem solving process can be used wherever the nature of the problem is one where solutions can be invented or created while both groups gain without either group sacrificing too much of its value. This strategy too, has its merits and should be given consideration in working at this problem of coordination of supportive services.

III. *Variables Affecting Change*

Again, I would like to emphasize that our goal here this week was essentially to come up with a plan that would further develop the coordination of supportive services. Stated another way, we need to change what is going on right now to something that will insure effective coordination, therefore the emphasis is on *change*.

Since we cannot, at this time, give you a checklist of variables to look for, about the only mechanism we have is that of being aware of what is going on and pinpointing key variables or factors which are operating in the particular situation at hand. However, you can be cued in on what factors you should be looking for. There are some variables which affect change and which should be considered when determining your choice of strategies. These in turn will help you determine appropriate methods or techniques to be utilized in your situation.

Researchers at The Center for Vocational and Technical Education at The Ohio State University have taken a hard look at many models and strategies for change and have extrapolated material which appears to apply specifically to vocational and technical education. Pratzner, of The Center, has shown these factors in a manner similar to the schema in Figure 1.

Before I proceed, I would like to emphasize that this model is a crude working model and is far from being final at this point. It is in the development stage and is changed almost daily as we gain more inputs from related research. With this in mind, I would like to describe, briefly, the components of the model.

We have a three dimensional model here. In one dimension we have the conditions for change represented by antecedent, consequence, and application. The second dimension is that of types of change with the groupings of individual behavioral, organizational-legislative and scientific technological. The third dimension is that labeled the classes of variables such as communications, structural- organizational, etc.

A. *Conditions for Change*

As shown, there are three levels of conditions. Antecedent conditions may be described as those conditions which cause awareness of the need for change. What conditions exist at present that make us aware that a change is needed? Consequence conditions may be described as those conditions that exist now that changes are being considered or implemented. These are the innovations or strategies that are a result of antecedent conditions. This conference may be considered as a consequence condition. At least the planning and funding of this institute is a consequence condition. The application condition is that which is a result of the innovation or idea. Your physical presence here this week and what happens after you go home may be considered as the application level.

B. *Types of Change*

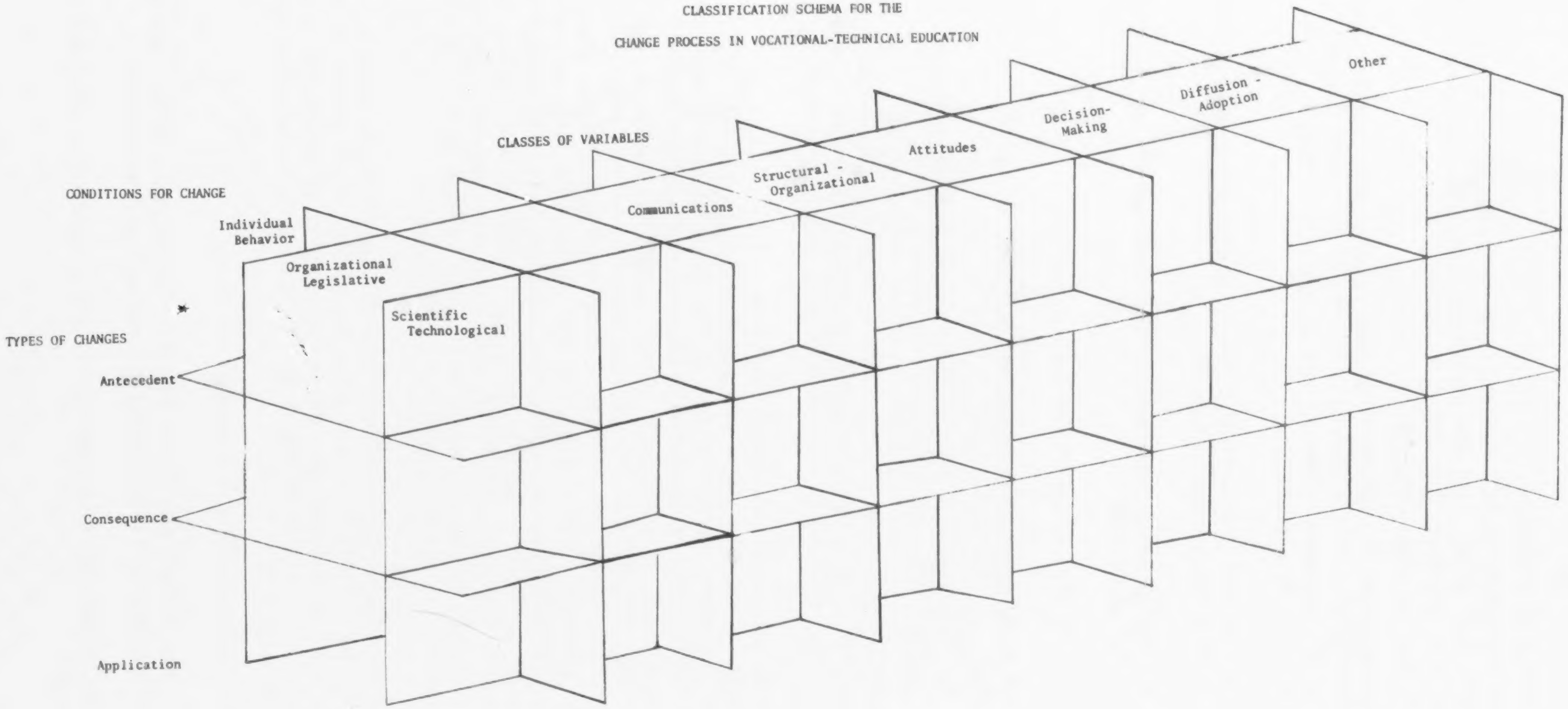
The first type of change in our model is that of individual behavior. There are certain events or occurrences that the individual himself is responsible for, or said another way, there are innovations or changes that affect the individual himself. Then there are organizational legislative types of changes. These may be considered to be those changes which are dictated by law or are a result of the organizational structure within which we work. Finally, there are scientific and technological changes. These are the new methods or techniques of doing something or a new piece of hardware such as the overhead projector or video recording equipment.

There are some grey areas and overlapping between these types of change, but we do not need to get into those for our purposes here.

Figure 1

CLASSIFICATION SCHEMA FOR THE

CHANGE PROCESS IN VOCATIONAL-TECHNICAL EDUCATION


CLASSES OF VARIABLES
CONDITIONS FOR CHANGE
Individual Behavior
Organizational Legislative
Scientific Technological
Communications
Structural - Organizational
Attitudes
Decision-Making
Diffusion - Adoption
Other
TYPES OF CHANGES
Antecedent
Consequence
Application

C. *Classes of Variables*

These are the things that we need to spend a little time on. These are the factors that affect both the conditions and types of change. The following are considered key types of variables:

1. Communication variables

Communication Variables—Communications and communication variables have been alluded to several times this past week. However, no one has really explained what they meant when they used the term. In this realm, we must consider:

a. What are the communication channels among and between groups, both formal and informal?

b. Who, actually, are the influentials or opinion leaders in the groups we work with?

c. How much communication is there?

d. What types of communication exist?

e. What are the key communication linkages between vocational education and CAMPS for example?

You can analyze these communication variables, in your daily work and utilize them to open up or integrate your communications. Where you see weaknesses you should formulate a plan, at least mentally, to improve the situation.

2. Organizational structure variables

Organizational Structure Variables—Organizational structure and communication networks are interrelated. The organizational structure often affects the communication network. Change agents need to determine how the structure affects communications. A simple technique that can be used here is sociometric analysis. The change agent can draw sociograms relating to such questions as "Who goes to whom for advice?" "Who makes up the group that goes to coffee together?" "Who is included in the group that usually works together on work related projects?" Simple sociometric analysis will reveal the communication networks, and when considered with the organizational structure will give the change agent clues as to who the influentials are and perhaps how he can get things done most efficiently.

What I am suggesting is that sometimes formal structure prevents or inhibits effective communication. What the change agent needs to do, where appropriate and without violating the chains of command, is to short cut communication networks to facilitate communications and therefore change.

3. Decision-Making Variables

In this area I would just like to pose a few questions. I think it will be fairly clear just how decision-making processes fit into our scheme.

a. Who makes the decisions and at what hierarchial level are they made?

b. At what points in time are key decisions made?

c. What inputs do decision makers look for before making decisions?

d. Who do decision makers turn to for their information? This relates directly to communication networks and structure.

4. Attitudes

The attitudes of individuals are reflected in their actions, decisions they render and other overt manifestations. We need to consider the attitudes of individuals and fit these considerations into any strategy which we develop. For example, are the attitudes of the individuals we are working with, in this area of coordination of supportive service, favorable or unfavorable toward change, cooperation, etc? And, how can you work at changing attitudes that appear to be negative? Here again, we need to consider communication networks, organizational structure, and other variables, with a look back at the attitude change strategy discussed earlier.

5. The Innovation Itself

Finally, at least for this presentation, we need to consider the idea or innovation itself. How do you best communicate the idea? Is it divisible or is it all or nothing? Is it compatible with group values and norms? Who has to make the decision regarding acceptance or rejection? At what level or with what type of change are you dealing?

IV. *Summary*

Undoubtedly there are more variables or factors that influence the process we are dealing with. Unfortunately, there just has not been enough research and application of models to put the whole puzzle together yet. But this should not prevent us from utilizing information and techniques which we do know about.

We do have something to work from. A plan may be formulated as follows:

A. Decide and describe what the "thing" is that needs to be done, which in our case is implementation of a plan for the coordination of supportive services for vocational education students in rural areas.

B. Analyze your audience in terms of variables we have discussed.

C. Determine the most appropriate strategy for you to use.

D. Establish a plan in terms of activities and time. Earlier this week, Joseph Malinski described and suggested the use of the Program Planning and Budgeting System (PPBS) and the Program Evaluation Review Technique (PERT), for these purposes.

E. Evaluate your overall plan in terms of probable success and outcomes.

F. Begin the implementation of your plan.

G. Continually evaluate your plan as you progress from one phase to another.

H. Update the plan as a result of evaluations and continue forward.

A few techniques have been suggested for use. These include sociometric analysis, various plans or strategies, methods of communications, and others. In the final analysis, techniques that work best will be those that work best for you. These may not be the ones that work best for someone else.

SUMMARY OF CONFERENCE — "PROBLEMS, SOLUTIONS AND IMPLICATIONS FOR ACTION"

By

M. E. Henderson *

As we complete this week's work, we might take another look at the significance of what we have been doing and how it relates to the *National Inservice Training Multiple Institutes for Vocational and Related Personnel in Rural Areas.* This institute is one of seven separate institutes offered to produce new models for the initiation of vocational education and vocational guidance programs in rural areas.

Each of us is one of approximately 545 participants who will pool our talents and experience into a problem solving activity. I feel sure that we are all well aware by now that these conferences have been designed as working conferences with the aim of developing operational concepts which may be used in real problem situations. A review of the purposes of this institute, its objectives and outcomes reveals that each has been identified and accomplished. We have not only discussed these areas of concern, but have developed model strategies and procedures for coordinating supportive services for vocational education students in rural areas.

As we leave the conference today with a sense of satisfaction for accomplishments made here, we realize that a great deal of effort went into planning and organizing this institute. We know these accomplishments did not just happen, and we are all indebted to the Director of the Institute and the University of Arkansas.

The presentations made this morning by each task group were certainly interesting ones. I noticed that while strategy, procedures, and techniques were approached in a different way by each group, there were still certain consistencies within each report. Areas common to all the reports centered around the following: identification of the problem, category of needs, objectives, a plan of action, and evaluation.

It is significant that each plan of action presented by the work groups was different. I think we should all understand that no single plan is likely to be a universal solution to all the identified problems, but these plans can serve as a systematic method for defining the needs of people and a method of servicing those needs. It is also recognized that no single resource is likely to remedy all the needs of people, but through an accepted and organized system, many local, state, and federal resources can be implemented in rural areas.

I suspect the reason I was asked to summarize this conference and address myself to the role of the coordinator is due to my three years' experience as coordinator of a Concerted Service in Training and Education project conducted in St. Francis County, Arkansas. You have already had the opportunity to become familiar with these pilot projects in this conference. They have actually had some real experiences in carrying out some of the activities we are interested in. Recognizing that each area of the country will progress in a different way, and this is as it should be, I would like to address myself to those concerns that seem to be common to all areas.

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* Mr. M. E. Henderson is Program Officer, Manpower Development and Training, U. S. Office of Education, Region VII, Dallas, Texas.

I. *Identification of the Problem*

If I properly interpret the reports given this morning, this strategy is concerned with the overall situation as it would exist in a particular rural area. This would more or less relate in general terms to the philosophy we might have in getting to the problem.

In stating the overall problem, we should recognize that a substantial number of people living in rural areas have not shared equally in the economic and social progress of the nation and that efforts will be made to contribute to the well being of vocational students in rural areas. These efforts might well be centered about utilizing all existing resources to get at the problem. The statement of the problem then would become the philosophy of our particular institution in attempting to solve these problems. Our topic of discussion is the coordination of services to meet identified needs, thus in stating the problem, we would plan to attempt to solve these problems through coordination of the services needed.

The foregoing statement could serve as an instrument of communication to our immediate supervisors indicating that we recognize the problems in our assigned area of work and plan to proceed in a direct and positive way. To a degree, the statement of the problem might be interpreted to be our commitment. This commitment might state that you plan to identify services both inside and outside your institution that could be implemented to serve students in rural areas. This statement might also serve to designate who would be assigned to serve as the coordinator, the area of operation, and the duties of that particular person. Further, it could identify his relationship with the community to be served. Such a statement of the problem provides a tentative plan for the institution you represent, for your supervisor and for the service area.

II. *Identification of Needs*

As we enter this role of coordination, we should consider two distinct factors. First, we must think of the needs of individuals, and second we should think of the needs of the institutions inside the community that provide services. The process of identifying needs was well covered in the reports given this morning, however, I would refer to one or two points that we might not want to overlook.

I might suggest that a thorough search be made of existing data which various agencies and individual programs have already compiled. I think you will be surprised at what will turn up. The sources are usually both general and specific in nature. By utilizing this information before additional surveys and questionnaires are developed, much time might be saved in getting problem identification underway.

In reference to new surveys and questionnaires, my word of caution is to make sure that the information being gathered is useful information for the several agencies that will be working together to meet the needs of people.

Much can be learned inside our own institutions from instructors and counselors. Most professional staff are very familiar with student problems and anxious to utilize any available resource to help solve those problems. A simple axiom might be applied here, namely, to identify the students who have not been successful and identify the causes for lack of success. We cannot forget the target group itself. This resource should be thoroughly explored to furnish input as to identification of needs.

At this point, we have to remember that these needs are constantly changing. While we attempt to place them in a systematic and organized form, and establish priorities, we must establish a structure that is also completely mobile and flexible.

III. *Objectives*

Many times we have a tendency to state objectives in very general terms. Objectives should be specific and relevant to needs. Clarity is essential because this is the instrument we have in hand when we communicate with various resource people in attempting to solve problems. The resource person must be able to relate his service to the specific objective.

Caution must be observed in structuring objectives. If we can develop action oriented objectives, then positive action is the necessary result. Remember that these objectives will also be used as the basis for evaluation. Therefore, clarity and accuracy are essential.

IV. *Plan of Action*

As we begin to look at all the various factions in a given rural area, we may tend to become overwhelmed. To simplify this, we might classify resources into two general categories: first, those inside the educational community, and secondly, those one thinks of as being outside the normal educational boundaries but still giving support service. We are not limited to any level of operation and should consider local, state, and federal resources.

Communication between agencies will be of vital concern to the person responsible for coordination. His responsibility will include a tremendous amount of "leg work" to simply keep everyone informed. He acts as a liaison person and in many cases as a catalyst in keeping the proper mix and action pointed in the proper direction to meet identified objectives.

Another point in the communication process is that sufficient interaction be made with the service agency so that the agency might relate its services to the problem. Remember that this communication process should, if possible, be conducted by a person who has authority to make decisions concerning his agency. Establishment of check points and procedures for feedback are necessary and vital to the successful implementation of any plan of action.

The coordinator holds a unique position; he has authority in his own agency, but has no authority over other agencies that may be involved. He must keep all channels open and be careful to give credit and recognition to the agency which performs the service. His own reward will come from knowing that the job has been accomplished and another student has been helped to reach his or her objective.

V. *Evaluation*

Coordination and evaluation are continuing processes. I would like to give an illustration of one continuous evaluation process.

Several weeks ago, I was visiting a manpower skill center where several resources are being utilized to attempt to meet the needs of trainees. An assessment of each trainee was made when he entered training. This assessment included needed personal services, an employability plan, related basic education, skill training, and several other services to be provided the trainee. I found that the persons involved in providing these services are meeting each week to determine if the initial assessment was proper. If they decide it was proper, then they determine how far the trainee has progressed. If a new direction is needed in dealing with the trainee, then recycling is considered. As trainees approach successful completion of training, job development and pre-job orientation become part of the program. I mention this as a demonstration of how each week evaluations are being made, plans are being altered, new ideas are being implemented, and open communications maintained to service the trainees' needs.

In selecting a challenge that we might carry away with us, I refer to the opening statement of the Vocational Education Act of 1963 as amended. This Act's purpose specifies that vocational education is to develop programs so that persons of all ages in all communities of the state will have ready access to greater opportunity. I leave you with this challenge.

IV. EVALUATION

The evaluation scheme was designed to determine whether the objectives of this institute and the objectives of the multiple institutes program were attained. The attainment of the multiple institutes objectives, which are outlined in the second chapter, is not discussed in this report but instead is contained in the *National Inservice Training Multiple Institutes for Vocational and Related Personnel in Rural Areas, Final Summary Report*. The reader who is interested in the total evaluation effort and the extent to which the institute was successful in promoting desired behavioral changes should also read the final summary report.

This chapter is concerned with the objective: "At the end of the institute, participants will view the program as having met its stated objectives." To put it another way, this part of the evaluation was designed to determine the extent to which participants were satisfied with the total institute program at its conclusion. The procedure used and resultant findings are discussed in detail in the remainder of this chapter. A copy of the form used appears in Appendix D.

While most of the evidence presented was gathered specifically for the purpose of evaluating the institute, the author would like to take this opportunity to report that there were also many favorable reactions from the trainees during the institute and in several letters received by the staff since the institute.

Formative Evaluation Measure

To evaluate the immediate reactions of participants to the institute program and the setting in which it was conducted, the Formative Evaluation Measure was administered at the close of the institute. Each participant was asked to anonymously register his degree of satisfaction by completing the two part instrument. Part I consisted of twenty-four statements about the institute, and Part II consisted of five open-end questions, two multiple choice questions, and two questions calling for a yes or no response with a follow-up probe question. (Of the sixty-eight participants, sixty-one submitted evaluation forms.)

The twenty-four statements, twelve of which were couched in negative terms and twelve in a positive format, were reacted to using a five-point Likert-type scale. The items on the scale are divided into four factors to simplify interpretation of the results. The factors are as follows:

1. Purposes and objectives
2. Quality of content
3. Group participation and cohesion
4. Schedule flexibility and free time

These factors and the items related to each are presented in Tables I — IV which follow. Since items were stated in both positive and negative form, for purposes of scoring, the direction of the responses was reversed for the negative items in order that the most desirable response would get a rating of five on a five point scale and the least desirable response a rating of one. Rather than present the data derived from the rating scale in detail the reader is encouraged to study the distribution of responses as well as the mean and standard deviation for each of the statements. The discussion which accompanies each table therefore includes only a few of the highlights.

Table I shows that as a group the participants agreed with all the positive statements and disagreed with all the negative statements relating to the institute purposes and objectives factor. Four of the five items received a mean score of 4.0 or higher.

TABLE I

MEANS, STANDARD DEVIATIONS, AND FREQUENCY DISTRIBUTION OF REACTIONS OF PARTICIPANTS TO ITEMS RELATING TO PURPOSES AND OBJECTIVES

Statements	Frequency Distribution					Mean*	S.D.
	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree		
1. The objectives of this institute were clear to me.	15	40	1	5	0	4.07	0.77
2. The objectives of this institute were not realistic.	2	3	0	39	17	4.08	0.88
3. The participants accepted the purposes of this institute.	13	45	3	0	0	4.16	0.49
4. The objectives of this institute were not the same as my objectives.	2	6	5	42	6	3.72	0.90
18. The institute met my expectations.	13	41	2	5	0	4.02	0.76

* For purposes of scoring and comparison, the most desirable response was given a rating of five and the least desirable response a rating of one.

Again, as a group the participants agreed with all the positive statements and disagreed with all the negative statements. On the quality of content factor (Table II) 8 of the 13 items received a mean score of 4.0 or higher. Statement No. 5, "I have not learned anything new", received the highest score, 4.57, of all the 24 items rated.

TABLE II

MEANS, STANDARD DEVIATIONS, AND FREQUENCY DISTRIBUTION OF REACTIONS OF PARTICIPANTS TO ITEMS RELATING TO THE QUALITY OF CONTENT

	Frequency Distribution						
Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Mean*	S.D.
5. I have not learned anything new.	0	0	0	26	35	4.57	0.50
6. The material presented seemed valuable to me.	20	40	1	0	0	4.31	0.50
7. I could have learned as much by reading a book.	1	0	1	30	29	4.41	0.69
8. Possible solutions to my problems were not considered.	0	3	7	40	11	3.97	0.71
9. The information presented was too elementary.	0	2	3	38	18	4.18	0.67
10. The speakers really knew their subject.	7	40	10	3	1	3.81	0.77
11. I was stimulated to think about the topics presented.	15	42	3	1	0	4.16	0.58
17. My time was well spent.	23	36	1	1	0	4.33	0.60
19. Too much time was devoted to trivial matters.	1	4	8	40	8	3.82	0.81
20. The information presented was too advanced.	0	0	2	47	12	4.16	0.45
21. The content was not readily applicable to the important problems in this area.	0	1	3	47	10	4.08	0.53
22. Theory was not related to practice.	0	5	4	45	7	3.89	0.71
23. The printed materials that were provided were very helpful.	17	29	8	7	0	3.91	0.94

* For purposes of scoring and comparison, the most desirable response was given a rating of five and the least desirable response a rating of one.

On the group participation and cohesion factor, the scores listed in Table III, indicate strong participant agreement with the three positively worded statements (No. 12, 13, 16) and strong disagreement with the single negative statement (No. 15). Statement No. 12, "We worked together well as a group," received the highest mean score (4.51) of the four items related to this factor.

TABLE III

MEANS, STANDARD DEVIATIONS, AND FREQUENCY DISTRIBUTION OF REACTIONS OF PARTICIPANTS TO ITEMS RELATING TO GROUP PARTICIPATION AND COHESION

	Frequency Distribution						
Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Mean*	S.D.
12. We worked together well as a group.	34	25	1	1	0	4.51	0.62
13. The group discussions were excellent.	32	25	4	0	0	4.46	0.62
15. I had no opportunity to express my ideas.	1	2	0	33	25	4.30	0.78
16. I really felt a part of this group.	27	2	3	29	0	4.33	0.72

* For purposes of scoring and comparison, the most desirable response was given a rating of five and the least desirable response a rating of one.

As indicated by means given in Table IV, the participants as a group disagreed with both of the negative statements relating to time for informal conversation and schedule flexibility. The high standard deviations in both cases indicates that there was considerable disagreement among the participants over the rating of these two items.

The general tendency for participants to agree with all 12 of the positive statements and to disagree with all 12 of the negative statements on the Formative Evaluation Measure, suggested a fairly high degree of satisfaction with the total institute program.

TABLE IV

MEANS, STANDARD DEVIATIONS, AND FREQUENCY DISTRIBUTION OF REACTIONS OF PARTICIPANTS TO ITEMS RELATING TO SCHEDULE FLEXIBILITY AND FREE TIME

	Frequency Distribution						
Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Mean*	S.D.
14. There was little time for informal conversation.	3	7	1	35	15	3.85	1.08
24. The schedule should have been more flexible.	2	8	6	41	4	3.61	0.92

* For purposes of scoring and comparison, the most desirable response was given a rating of five and the least desirable response a rating of one.

A comparison of the mean scores of this institute with the mean scores of the seven rural multiple institutes combined (see final summary report for actual scores), revealed that on 19 of the 24 items, the coordination institute mean was higher than the average mean. On the five items (No. 10, 11, 14, 20, 23) where the coordination institute mean was lower, it was only slightly lower.

Question No. 25 in Part II of the instrument asked: *"As a result of your participation in this institute, do you plan to modify either your present or future work?"* Of the 59 who responded to this question, 54 or 91.5 percent answered yes.

To determine the type of change intended, those answering yes were asked to: *"Please describe the nature of the most important of such modifications and the activities which will be affected."* Twenty persons replied that they planned to make a renewed effort at either the local or state level to establish effective and cooperative coordination of supportive services for vocational education students. Five participants indicated definite plans to establish or use present advisory committees to assist them in providing needed supportive services. Another five indicated they would make attempts to inform potential users about the available supportive service agencies. Two persons indicated plans for a computerized matching system whereby a user could contact a coordinating center and after stating his needs be provided with a number of possible solutions. Other responses indicated plans to work more closely with CAMPS and other such agencies, to publish and distribute a directory of available services, and to give more attention to the needs of individual students.

Question No. 26 asked the respondents: *"As a result of your contacts with the participants and consultants at this institute, have you decided to seek some continuing means of exchanging information with any of them, i.e., to establish some continuing relation with a participant(s) and-or consultant(s), for the purpose of information exchange?"* Forty-eight of the 60 participants responding to this question replied in the affirmative.

Persons responding in the affirmative were asked to indicate: *"What types of information can the consultant or participant contribute that would be helpful to your work?"* Responses to this question varied widely but there was some consensus on at least three points. Eleven persons indicated they planned to keep in touch with other participants through written communications. These communications would include an exchange of successful ideas, materials used, and problems encountered in implementing a coordination program. Nine persons indicated they planned to share plans, techniques, and-or models developed for making better use of supportive services. Five participants indicated they would contact consultants or other participants to obtain more information about CAMPS, the CSTE projects, or supportive services available through existing local, state, and federal agencies.

The next open-end question, No. 27, asked participants to make a judgment regarding: *"To what extent were the objectives of this institute attained?"* All but four of the sixty-one persons responded to this question. Comments ranged from "I think the stated objectives were fully attained" to "My concept of the objectives (not the written one) was to learn more about providing services in rural areas. We made some limited gains toward this objective." The 57 responses are grouped into five general categories with the number responding indicated as follows:

Positive general comments	24
Fully attained, excellent, or very well	20
Good attainment, successfully, or better than average	8
Fair or limited attainment	5
Need more time to judge	1

Questions No. 28 and No. 29 were concerned with soliciting opinions on *the major strengths of the institute and the major weaknesses of the institute.* Five persons made general statements regarding what they had learned and did not single out any specific strength. One participant commented, "Its superb organization — the best I have ever seen. Quality of consultative staff and their preparation (with one exception). Serious approach participants took to their involvement." Another stated, "The caliber of consultants and the motivation to think and work provided the participants. In other terms, it was truly a *work*shop, not just a gathering of individuals to hear and discuss ideas."

Several participants offered more than one factor as strengths or weaknesses of the institute, hence the number of comments indicated in the following two summaries exceeds the number of participants.

Major Strength	*Number of Responses*
Small group sessions	25
Leadership excellent — well planned and conducted	17
Consultants and their presentations	15
Diversity of backgrounds and caliber of participants	13
Informal interaction and exchanging of ideas	10
Supportive services provided (food and facilities)	2
Task force reports	2
Miscellaneous — single comments	5

Fifty-eight of the 61 persons completing the evaluation forms responded to question No. 29. The major weaknesses indicated are summarized along with their frequency of occurrence.

Major Weakness	*Number of Responses*
None or no major weakness	12
Reading paper or otherwise weak presentations	11
Formal presentations were too long	9
Some speakers were too theoretical	6
Two speakers lacked adequate preparation	6
Conference was too long	4
Demonstration meeting on Thursday morning	3
Insufficient organized evening activities	3
Lack of visitations to high school or model program	2
Insufficient time to question speakers	2
Miscellaneous — single comments	11

The next question, No. 30, asked the trainees, *"If you were asked to conduct an institute similar to this one, what would you do differently from what was done in this institute?"* Due to the open-ended nature of the question, a large variety of responses, some of which conflicted with each other, were obtained.

The suggestions offered by three or more persons, with the most frequent listed first, were as follows:

Would follow a similar mode of operation	10
Give more time to small group sessions	6
Allow more time for individual interaction	5
Use more local agency personnel as speakers	4
Select better speakers	4
Limit all speakers to 30 - 40 minutes	4
Use fewer formal presentations	3
Provide more recreational activities	3

The next item on the evaluation form merely solicited *additional comments about the institute*. Thirty-three persons were complimentary in varying degrees about the institute, 6 were critical about various points, and 22 did not respond to the item. Only two of the criticisms were similar in nature. One person felt more persons from his agency should have been in attendance and another felt more rural people should have been present. There was more agreement among those who were complimentary, with most remarks fitting into one of the following four categories:

Well planned and executed institute	15
Rewarding or enjoyable experience	15
Institute met its stated objectives	4
Location for institute was excellent	4

To capture the flavor of some of the actual comments, two negative comments and four positive comments are quoted.

— "Group leaders should receive more definite instructions before arriving at the institute. Things worked well in my group, but had they not been an exceptional group, things could have bogged down."

— "Participants were urged to develop an original work but I felt that the form of the work was pre-determined. Like creating an original drawing by filling in the lines between numbered dots."

— "Personally, I was delighted to be asked to come, and having come, equally delighted to be so warmly and readily accepted by educators, though I don't really belong to the "union". The human relations at all levels, was wonderful. Also the housing and general quietness of the area, both day and night, were ideal. Highly conducive to productive work and thought."

— "Excellent institute. I heard practically no griping at this institute and at most there are generally a few who will find something to be disgruntled about."

— "Overall institute was excellent. Location of institute excellent (quiet enough so real work could be done). Happy to see the de-emphasis on alcoholic social activities. Hospitality of Arkansas (especially ———) outstanding and sincere."

> — "I feel that the institute was extremely well organized and operated smoothly. I am impressed with the dedication of vocational educators toward their work, but am alarmed about their attitude toward general education which in many instances is also a vocational field. I make my living from my academic training. I continue to make a plea for these two areas to become more united in their efforts to work cooperatively for the common good of the child and the community."

The last two questions asked participants to judge the value of the institute in two specific ways. First they were to indicate whether, if they had it to do over again, they would apply for this institute; secondly, if the institute were held again, would they recommend it to others in positions similar to themselves. The responses to each question are summarized in Table V.

TABLE V

SUMMARY OF RESPONSES OF PARTICIPANTS TO QUESTIONS ABOUT THE OVERALL VALUE OF THE INSTITUTE

QUESTION*	RESPONSES							
	YES		UNCERTAIN		NO		TOTAL	
	No.	%	No.	%	No.	%	No.	%
Would you apply again for the same institute?	52	88.1	7	11.9	0	0	59	100
Would you recommend the institute to others?	56	93.3	4	6.7	0	0	60	100

* Questions have been abbreviated. See Appendix D for exact wording.

Fifty-two participants indicated, if they had it to do over again, they would apply for the institute, while seven persons were uncertain. Fifty-six of the 60 persons responding to the second question said, if the institute were held again they would recommend it to others like themselves, while four respondents were uncertain. No one answered "no" to either of the questions.

Summary

From the response to these questions, it seems reasonable to conclude that the institute was highly successful in meeting the expectations of nearly everyone who attended. From the mean scores obtained on the items in Part I of the instrument, as contrasted with the mean scores for all seven of the institutes on the same items, it also appears reasonable to conclude that the coordination institute was one of the most successful of the seven rural institutes.

V. SUMMARY: REPORTS, CONCLUSIONS, AND RECOMMENDATIONS

Besides providing the participants with additional knowledge, skills, and attitudes needed for improving the coordination of supportive services for vocational education students in rural areas, the institute was planned so as to result in two other ouutcomes, the development of task force reports and the development of tentative plans of action, are described here.

Task Force Reports

The task force groups were established with two major objectives in mind. The first objective was to provide an informal setting whereby each trainee would have an opportunity to interact with other participants and the consultants in a thorough review and synthesis of the papers presented. At the same time each participant would be provided an opportunity to share his experiences and discuss his ideas on the coordination of supportive services.

The second objective of the task force groups was to obtain a consensus, where possible, as to the best strategies and techniques of coordination available. Where they deemed it desirable, the groups were challenged and encouraged to develop new models, guidelines, and recommendations for improving the coordination of supportive services. A copy of the complete task force assignment may be seen in Appendix E.

Two major areas of concern to be examined in the small group sessions were identified by the program planning committee. They were as follows:

(a) Coordinating supportive services at the local level

(b) Coordinating supportive services at the state level

The five task force groups were organized around these areas of concern with the assignment of participants being made according to their preference as indicated on the pre-registration form. A leader selected from the participants was appointed to provide leadership to each group. Each leader was assisted by a graduate student, from the Department of Vocational Education, who served as group recorder. The leaders and recorders were given special instructions and an opportunity to ask questions at a meeting held the evening before the opening of the institute. The daily staff meetings provided an opportunity to check on the progress each group was making and to provide new inputs when needed.

A considerable amount of time was devoted to the task groups which met at least once every day of the institute. Each group was asked to select a representative who made an oral report at the general session on Friday morning. The full text of each report including a list of the individuals involved follows.

REPORT OF TASK FORCE A

ON

COORDINATING SUPPORTIVE SERVICES AT THE LOCAL LEVEL

The major purposes of the institute were: first, to actively involve participants in a review and synthesis of the papers presented and other resource materials available; second, to provide a two-way interaction between participants and presenters by the sharing of ideas and the assessment of currently employed procedures and practices; and third, to involve participants in a small group setting, in a review of strategies, procedures and techniques for coordinating supportive services relative to the particular area of concern to the group. The area of concern of Group A was directed toward "Coordinating Supportive Services at the Local Level."

I. *The General Objective and Purpose*

The general objective of the group was to develop a viable model for the coordination of supportive services for vocational students in rural areas. The purpose of developing the model was to provide a strategy by which local public school educators would be able to utilize available supportive services in an effort to enhance the education of individual students. The strategy could be used in the development of needed additional programs for groups of students. Additionally, programs could be developed for potential students who might have terminated their education or who might have a need for additional training or retraining.

A model for implementing supportive services appears as Attachment A.

II. *The Problem*

The problem may be defined as developing and utilizing supportive services and-or programs which will meet the needs of individual students or groups of students. Students may be defined as persons in school or out of school, who are in need of additional training.

III. *The Needs*

Needs are categorized under two broad general headings by type of need as follows:

A. *Student Needs*

Health
Educational
Social
Economic
Cultural
Employment
Legal
Other

B. *Institutional Needs*

Financial
Facilities
Library
Equipment
Staff
Materials
Legal
Other

IV. *The Needs Survey*

A needs survey should be conducted by a planning committee, e.g., advisory council to determine the extent of the general needs of individual students and/or groups of students for supportive services or additional programs.

V. *The Specific Objectives*

Based upon the findings of the needs survey, the specific objectives may include:

A. Determining the available supportive services which are needed by individual students or groups of students;

B. Determining the additional supportive services which are needed by individual students or groups of students;

C. Developing educational programs based upon the needs of students in relationship to employment opportunities.

VI. *The Plan of Action*

A plan of action may include, among other possible steps:

A. Identification of potential supportive services and resources,

B. Contact of potential supportive services and resources,

C. Selection of potential supportive services and resources,

D. Consideration of alternatives,

E. Detailed planning, including an appropriate time schedule in proper sequence (attention should be given to both short and long-term needs in all phases of the program).

VII. *The Supportive Services and Resources*

Persons utilizing this model should develop a comprehensive list of all supportive services and resources which can be utilized in their particular area. Supportive services and resources are sometimes categorized into three general areas:

A. Educational

B. Other governmental agencies
   1. Local
   2. State
   3. Federal

C. Civic-community

VIII. *The Services Survey*

A services survey should be conducted in an effort to develop a comprehensive list of supportive services and resources available. A reference directory should be compiled which lists the following information:

A. Name, address, and telephone number of each organization,

B. Person to contact,

C. Services provided,

D. Qualifications for eligibility,

E. Other comments.

IX. *Implementation of the Plan*

Some important items in the implementation of the plan are as follows:

A. Assignments to and utilization of the selected agencies,

B. Allocation of funds,

C. Selection and/or assignment of qualified personnel,

D. Preparation and/or obtaining of materials, equipment, facilities, etc.,

E. Rendering the services (s) and/or involving the student(s),

F. Adhering to the time schedule set up in the plan of action.

X. *The Evaluation*

A continuous and periodic evaluation, involving the selected supportive services which will provide for the adjustment and/or redirection of the services and program is imperative.

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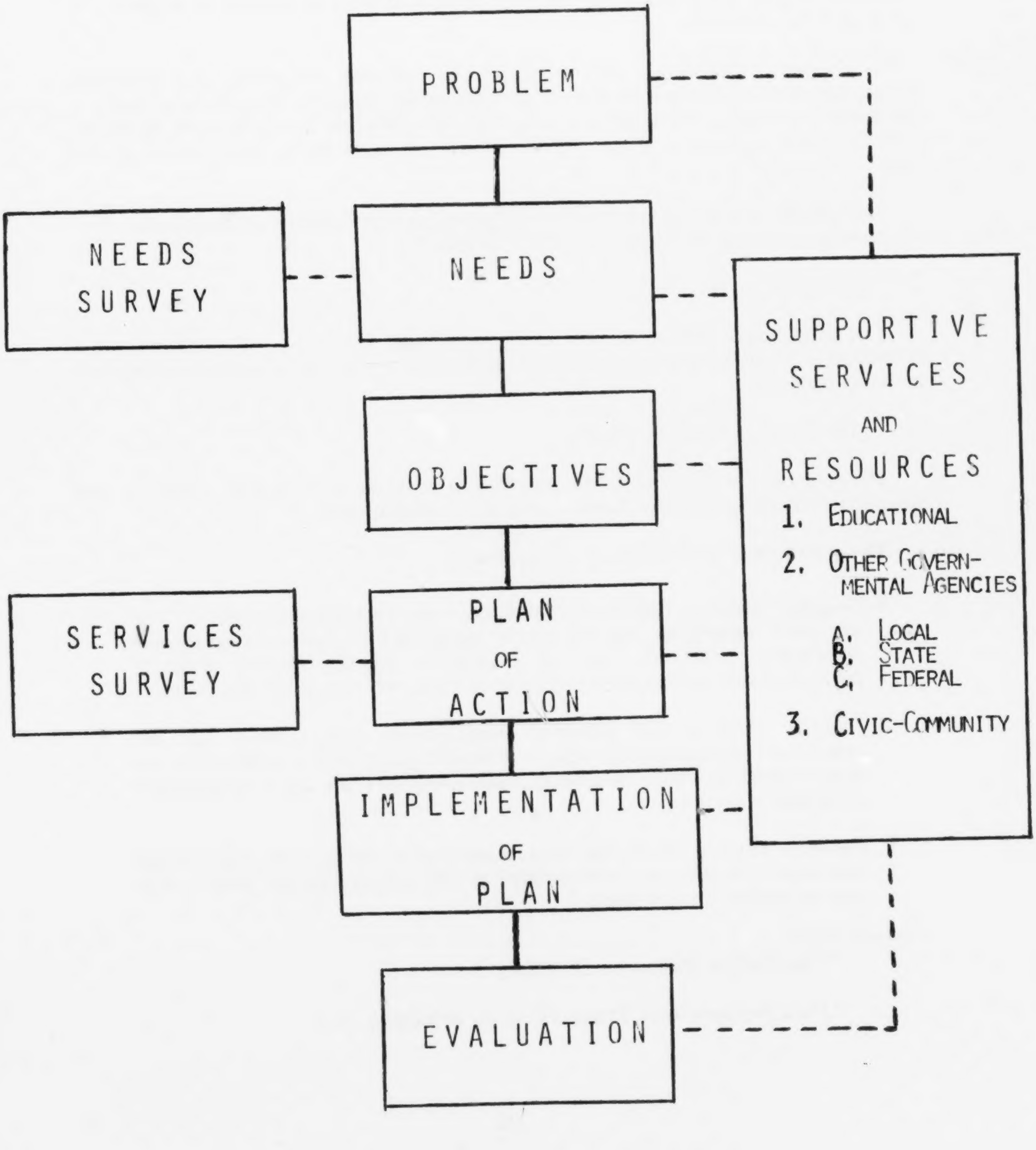
Attachment A

UTILIZATION OF SUPPORTIVE SERVICES


PROBLEM
NEEDS SURVEY
NEEDS
OBJECTIVES
SERVICES SURVEY
PLAN OF ACTION
IMPLEMENTATION OF PLAN
EVALUATION
SUPPORTIVE SERVICES AND RESOURCES
1. Educational
2. Other Governmental Agencies
A. Local
B. State
C. Federal
3. Civic-Community

REPORT OF TASK FORCE B

ON

COORDINATING SUPPORTIVE SERVICES AT THE LOCAL LEVEL

We feel the task assigned to develop a plan for the coordination of supportive services was a challenge to our group. Many possible solutions were discussed. It should be clearly understood that the plan developed may be altered or modified to serve a local situation.

We recognize that there are many public, private, religious, and fraternal organizations or agencies who provide specialized services, but no one organization is designed to provide assistance that will meet all problems. We do believe, however, that by proper utilization of all organizations and agencies no need should go unmet.[1]

Our model for the implementation of supportive services for vocational education students in rural areas appears as Attachment A.

I. *Definition of Supportive Services*

Our definition of supportive services is as follows: any service that can assist the student in the training phase. A student is identified as a person of any age group in a training program.

II. *The Need for United Action*

We recognize a need to unify interaction between community agencies and specialists within agencies to provide services to all students.

The community coordinating group should:

A. Develop general operational patterns for concentrating all of the available, emerging, and necessary agencies and resources on the occupational problems, and as necessary on the health, welfare, socioeconomic, and related problems of those residing in the community;

B. Identify existing and potential employment opportunities and occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living;

C. Develop ways in which the rural community can provide educational guidance and other services needed to help people become employable and to secure employment;[2]

---

[1] Fayetteville Resource Directory

[2] Pilot Projects in St. Francis County, Arkansas, *et al.*

D. Establish a procedure to develop community awareness of supportive services and resources that are available on a continuous basis to serve vocational student needs.

Such a procedure might require a coordinator in the community to:

1. Match individual and group needs to resources,
2. Establish lines of communication with all agencies,
3. Develop goals and objectives,
4. Develop delivery systems to meet student needs.
5. Provide for free interaction of information within the community concerning supportive services.
6. Recognize a need for inservice training for vocational education staff and other educators concerning supportive services.

The implementation of any plan of action is dependent upon the local situation and involves considering resources and community desires. The committee should *attempt to obtain a commitment* from all supporting agencies or groups. We recommend a formal structure. However, the interaction within the structure should operate in an informal manner when possible.

The community coordinating committee for supportive services provides the formal structure but individuals should also be encouraged to seek out needs and make a direct contact with the proper agency, community group or specialist which can best meet the need.

III. *Implementation of Plan*

A. Identify existing boards, councils, groups and advisory committees that have a commitment to the improvement of education as a whole and vocational-technical education in particular.

B. Organize a community coordinating committee.

C. Select a coordinator whose primary responsibility is to identify and coordinate the supportive services for vocational-technical students in the rural area. This coordinator may be employed, be a volunteer, or a member of an existing community service organization.

D. The community coordinating committee, through the local or state employment service commission or any other agency with the capacity to do so, should survey the labor force in the community to identify its size and skills. Following the survey, the community may determine what training programs are needed.

E. Referral to the appropriate training programs should be made through the combined efforts of the community coordinating committee and existing supportive services.

F. During the training phase a unified effort should be made to provide the necessary services, as determined by the individual needs of the student, that will insure the successful completion of his training.

G. Every effort should be made to provide job placement commensurate with the students' training, abilities, and future career or job opportunities.

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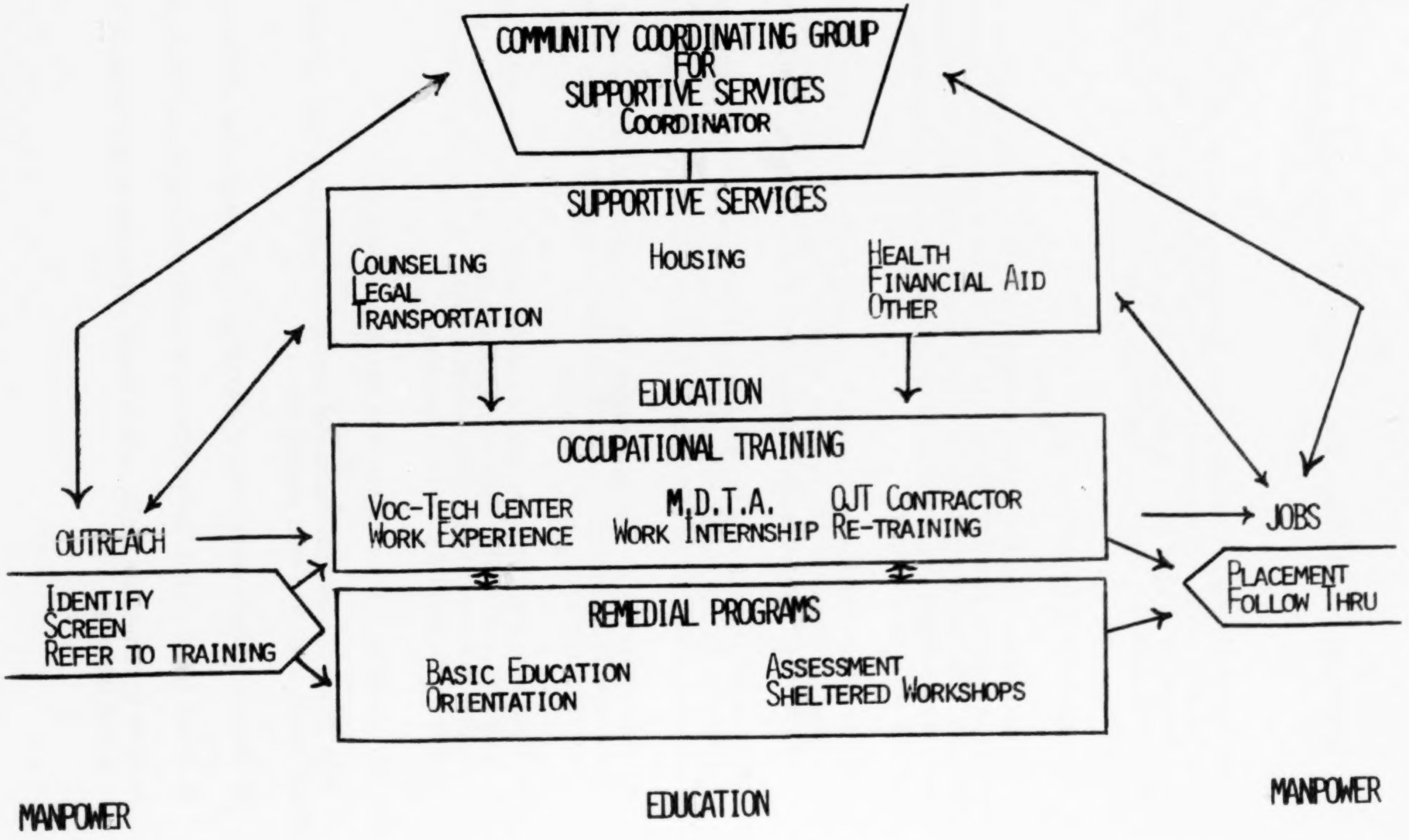
ATTACHMENT A

SUPPORTIVE SERVICES FOR VOCATIONAL STUDENTS IN RURAL AREAS


COMMUNITY COORDINATING GROUP FOR SUPPORTIVE SERVICES
COORDINATOR
SUPPORTIVE SERVICES
COUNSELING
LEGAL
TRANSPORTATION
HOUSING
HEALTH
FINANCIAL AID
OTHER
EDUCATION
OCCUPATIONAL TRAINING
VOC-TECH CENTER
WORK EXPERIENCE
M.D.T.A.
WORK INTERNSHIP
OJT CONTRACTOR
RE-TRAINING
REMEDIAL PROGRAMS
BASIC EDUCATION
ORIENTATION
ASSESSMENT
SHELTERED WORKSHOPS
OUTREACH
IDENTIFY
SCREEN
REFER TO TRAINING
JOBS
PLACEMENT
FOLLOW THRU
MANPOWER
EDUCATION
MANPOWER

REPORT OF TASK FORCE C

ON

COORDINATING SUPPORTIVE SERVICES AT THE LOCAL LEVEL

Task Force C struggled mightily with the semantics surrounding such words as "supportive," "rural," "comprehensive," and "needs," when considering the topic "Coordination of Supportive Services for Vocational Education Students in Rural Areas" and make the following suggestions for establishing such coordination at the local level.

I. *Definition of Supportive Services*

Supportive services are defined by Task Force C as "those activities which aid in meeting vocational students' needs, and which provide vocational students with the necessary information and opportunities to result in meaningful employment." This rather terse definition was reached after lengthy discussion. The assumptions underlying this definition include:

A. That these activities may encompass preliminary actions such as identifying potential students, informing them of opportunities and preparing them for admission to specific programs of vocational education;

B. That activities during the program are not limited to ancillary services such as guidance and counseling, but may include needed health services, transportation and financial support, and other student needs;

C. That activities, such as placement, adjustment to an occupational position and evaluation of the vocational education program, may be included following vocational instruction;

D. That most supportive activities contain educational elements, making activities compatible with the objectives of a vocational education institution. However, the students' needs should be met whether within or outside of the local institution's services.

II. *Objectives of a Local Supportive Services Program*

This group agrees that the objectives of a local supportive services program should assist the vocational student to:

A. Make a realistic assessment of his current and potential capabilities;

B. Learn of vocational opportunities and make systematic vocational plans;

C. Alter or remediate factors which would inhibit the effectiveness of vocational training;

D. Realize a high degree of motivation to enhance the benefits to be derived from vocational education opportunities;

E. Understand how one establishes meaningful, adult relationships with others;

F. Establish satisfying and appropriate employment.

III. *Types of Supportive Services*

A complete list of every service which might meet any need of a vocational student is beyond the scope of this paper. Since the service which meets a given need will vary from locale to locale, such a list would be of questionable utility. Several alternative methods of categorizing services are identified.

A. Chronological Categories of Supportive Services

Supportive services may be categorized by the time at which they are used in the process of vocational education. These categories with examples are as follows:

1. Pre-admission (student identification, interest, guidance, preparatory education),
2. Instructional (orientation, transportation, medication, financial aid, personal maintenance),
3. Post-instructional (placement, occupational adjustment, follow-up and evaluation).

B. Categories of Supportive Services by Activity

Supportive services may be categorized by the nature of the activity involved. These categories with examples are as follows:

1. Guidance and Counseling (testing, planning),
2. Health Care (medication, visual care, dental care),
3. Transportation (bus fare, voluntary arrangement),
4. Housing (rooms for distant students),
5. Personal Maintenance (clothing, food),
6. Financial Assistance (grants, part-time employment),
7. Information Service (audio-visuals for potential students),
8. Placement Service (arrange interviews, job leads),
9. Legal Assistance (work laws, social security, legal documents, problems),
10. Evaluation (follow-up study),
11. Orientation (on-site tours, student guides, etc.),
12. Preparatory Education (pre-admission),
13. Remedial Education (basic adult education — correcting deficiencies),
14. Recreational Opportunities (clubs, activities, hobbies).

C. Categories of Supportive Services by Sponsoring Agencies

Categories of supportive services may be considered by sponsoring agencies. These categories with examples include:

1. Voluntary Organizations(PTA, Grange, etc.),
2. Governmental Agencies (Employment Service, Vocational Rehabilitation),
3. In-school Services (counseling, health).

IV. *Identifying Existing Local Supportive Services*

Several primary sources for rapidly locating local supportive services were identified. Most useful, if available, would be an interagency council of social services, the local chamber of commerce and local clergymen. These may be augmented by lists of agencies identified by the state agency certifying non-profit organizations, the regional office of the Internal Revenue Service, CAMPS resources listing, or county officials.

Steps for Establishing a Local Vocational Education Coordinating Council

1. *Survey*: Determine agencies to be represented.
2. *Representatives*: Invite agency to appoint a representative to council.

3. *Schedule Meeting*: First meeting in a vocational-technical center.
4. *Agenda:*
   a. Introduce members,
   b. Elect officers,
   c. Schedule regular meetings for one year,
   d. Rotate meetings among agency offices,
   e. Request each representative to explain his agency, (20-30 minutes):
      (1) Agency role,
      (2) Agency function in local area,
      (3) Future plans,
   f. Other business (e.g., chairman can call special meetings).

In general it is not desirable to institute an interagency coordinating group if an organization already exists which does (or should) accomplish coordination. However, if this action has not been accomplished, the preceeding steps, which have proven successful in Florida, may be used.

V. *The Coordinator*

To facilitate coordination, more rapidly than that which might naturally evolve from the good will of the agencies, someone should have the responsibility for fostering coordination.

A full time paid person seems most likely to focus on the problems and achieve rapid results. If sufficient funds are not available, a part time person may be considered (e.g., a Distributive Education Coordinator or a retired volunteer with an appropriate background).

Within the school, someone should be assigned the responsibility of marshaling the school's resources and obtaining assistance outside the school. This person is usually the student personnel director or counselor, though any school administrator or vocational educator may assume the responsibility.

The characteristics of an effective coordinator of supportive services may vary according to the local situation; yet the following are considered *essential* attributes for the coordinator:

Knowledgeable of local customs,
Aware of the local power structure,
Sufficiently free of any agency's control to effect unbiased coordination,
Aware of agencies' services and potential areas of conflict.

VI. *A Plan for Using Supportive Services*

The actual use of supportive services should occur as quickly as possible following the identification of the need. Responsibility for identifying needs is a shared responsibility of all working in the institution, though someone must periodically assess the effectiveness of the process.

It is important to recognize that certain supportive services occur before enrollment, some during enrollment and others following graduation. The following model, Attachment A, is provided for considering the use of services.

VII. *Developing a Reference Guide to Services*

Considerable time and energy may be saved if the local educator knows to whom to turn for assistance. The format for an Index to Agencies, Attachment B which follows, provides an abbreviated version of a reference form for quick access to the services needed to meet a student's needs. It may be issued as a booklet, as part of a loose leaf notebook, or as a card index.

VIII. *Using An Advisory Council*

The advisory council of a vocational school should be involved in the coordination of supportive services. An annual report to the council by the school's coordinator is recommended. It is also suggested that this group be responsible for periodic assessment of the effectiveness of supportive services to students.

IX. *Concluding Remarks*

If nothing else is immediately accomplished, agencies may be invited to send a representative to explain their services, procedures, limits, etc. to the school's coordinator. At the same time the coordinator may explain vocational education to the representative. We believe whoever initiates coordination will gain the most when services are coordinated.

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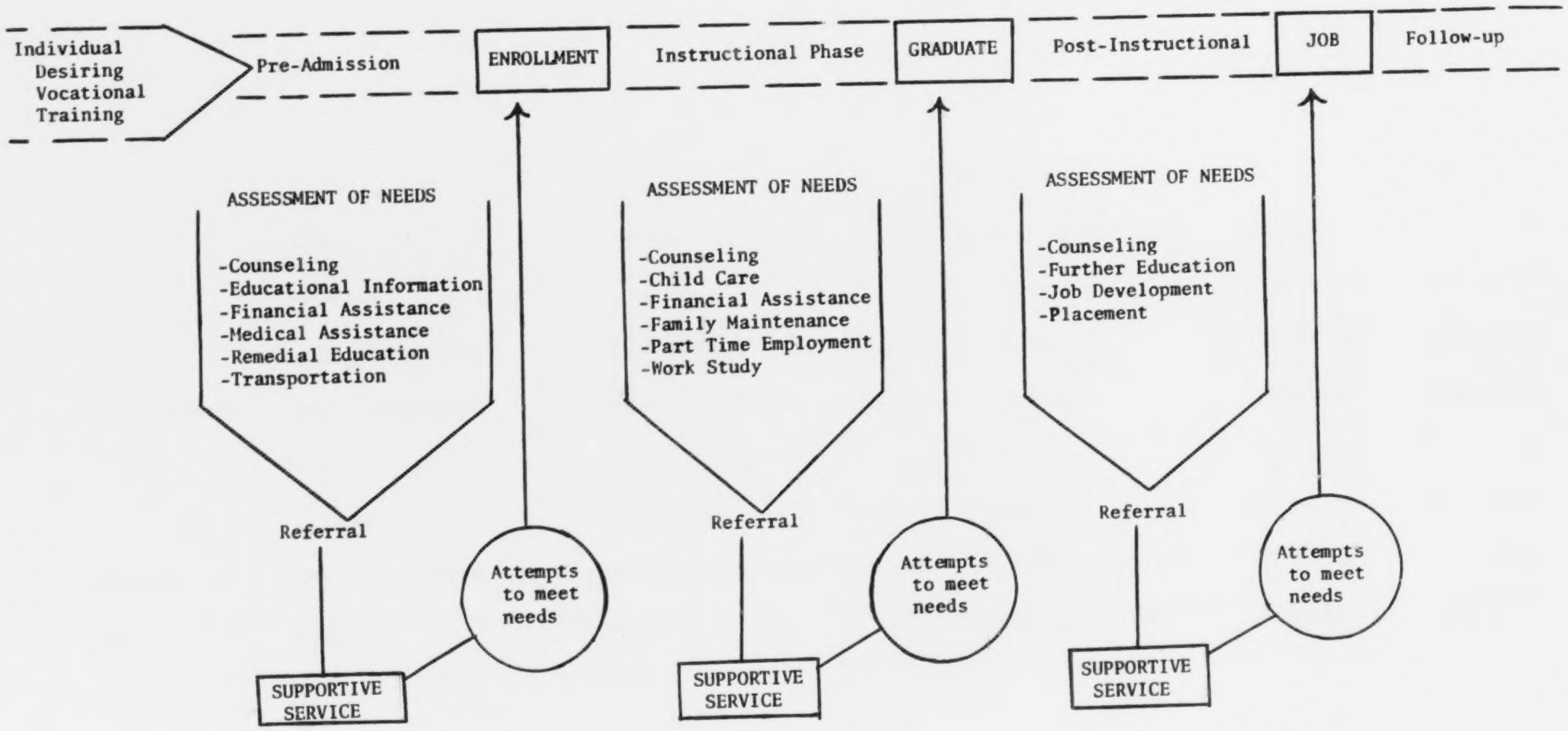
ATTACHMENT A

A SUPPORTIVE SERVICES MODEL FOR A LOCAL VOCATIONAL EDUCATION INSTITUTION


Individual Desiring Vocational Training
Pre-Admission
ENROLLMENT
Instructional Phase
GRADUATE
Post-Instructional
JOB
Follow-up
ASSESSMENT OF NEEDS
-Counseling
-Educational Information
-Financial Assistance
-Medical Assistance
-Remedial Education
-Transportation
Referral
SUPPORTIVE SERVICE
Attempts to meet needs
ASSESSMENT OF NEEDS
-Counseling
-Child Care
-Financial Assistance
-Family Maintenance
-Part Time Employment
-Work Study
Referral
SUPPORTIVE SERVICE
Attempts to meet needs
ASSESSMENT OF NEEDS
-Counseling
-Further Education
-Job Development
-Placement
Referral
SUPPORTIVE SERVICE
Attempts to meet needs

ATTACHMENT B

INDEX TO AGENCIES

Need	Service	Agency	Who Refers	Contact	Phone
Health	Medical Treatment	Vocational Rehabilitation	Nurse/Principal	J. Jones	000-0000
	Visual Care	Lions Club	Faculty	S. Smith	000-0000
	--------	--------	--------	--------	--------
Employment	Job Placement	State Employment Service	Student	Office	000-0000
	Job Placement	Neighborhood Youth Corps	Faculty	Principal	000-0000
	--------	--------	--------	--------	--------
	--------	--------	--------	--------	--------

Etc.

REPORT OF TASK FORCE D

ON

COORDINATING SUPPORTIVE SERVICES AT THE STATE LEVEL

The major premise underlying the ideas generated by Task Group D is that a need exists at the state level for a formalized, effective system of coordination of supportive services in conjunction with programs of vocational-technical education in rural areas. In the past, informal channels for delivery of supportive services may have been adequate for rural educators, but this is no longer true. The administration of such services has been directed into specialized agencies and large scale organizations which are fairly autonomous.

I. *The Purpose*

The purpose of this report is to:

A. Review the role of supportive services in vocational-technical education programs;

B. Suggest guidelines and procedures which may assist state level vocational education leaders to develop and implement a system for coordinating supportive services.

II. *Definition of Supportive Service*

In broad terms, supportive service refers to any service or resource which enables a student or potential student to enter or progress in a planned vocational-technical education program at a rate commensurate with his abilities to a level of competency at which he may compete in the labor market and take his rightful place in society by utilizing his full abilities.

Supportive services function to:

A. Answer needs of an individual in any area of vocational education including physiological, psychological, or social concerns;

B. Supplement the operation, continuation, and effectiveness of the vocational education training process as auxiliary resources;

C. Contribute to the development of a favorable social milieu in which trained vocational education students can exercise their skills. An informal network of social relationships may be the medium for enlisting supportive services in this area, particularly in the local setting.

III. *Sources of Supportive Services*

Services needed to support vocational education programs appear to be presently available in the fields of education, health, employment, and welfare. Sources include institutionalized organizations and programs at national, regional, and state levels and their local affiliates and other associational type groups such as civic clubs, service groups, etc. Not to be overlooked are services which may be enlisted from one or several individuals. While sources for supportive services may be available, there does not appear to be a single comprehensive source, nor does there appear to be any coordination of these sources in their entirety.

IV. *Recommendations for Coordination at the State Level*

The coordination of supportive services obviously is a multi-dimensional problem, and any attempt to devise a solution requires intensive and comprehensive analysis. Observations based on experience and contact by members of Task Force A, composed mainly of administrators and practitioners, furnished the basis for formulation of the following state oriented plan.

Coordination of supportive services at the state level is primarily a problem of providing a vehicle for delivery of information concerning sources of supportive services. It is the recommendation of the task force that:

A. Procedures be established within existing agencies for coordinating information at the state level;

B. Provisions be made to establish appropriate media for disseminating this information.

Attachment A indicates a method of effectively obtaining supportive services from existing agencies rather than reorganizing or establishing new agencies. The illustration makes no attempt to depict coordinative efforts at either the national or local levels.

In each state, the governor has responsibility for carrying out the President's Executive Order No. 11422 mandating the organization of a CAMPS committee. In some states, Human Resources Advisory Councils have been established. In both cases, direct lines of communication are open to the state's chief executive.

Coordination of an information system under the auspices of either the CAMPS committee and/or a human resources advisory council also gives direct access to heads of most governmental and community organizations capable of lending supportive services to vocational education.

The most effective method of information dissemination would be a supportive services data bank. The purpose of the computer based data bank (see Attachment B) is to match user needs with available services at the community and state levels.

User needs and descriptions of available services are both inputs to the computerized information system. The computer would be used to match needs with services.

A listing of all available services relevant to a specific problem would then be supplied to the user, such as a vocational counselor, who would be able to pursue services for the student.

Records could be easily kept of the number of requests made to the system and whether or not services had been provided. These could be used to disclose gaps in services and suggest new services which might be needed. Notices could also be sent to both the agency and the counselor. Thus it would be relatively easy to detect persons needing services and not receiving them.

Funding for the formation and maintenance of the supportive services data bank could be the joint endeavor of all agencies represented in the primary coordinating body. The data bank could be maintained by any agency. However, the Employment Security Division would be a likely choice to assume the responsibility as it is now engaged in forming a job bank, using a similar system. Until such storage is readily accessible the responsibility for the data bank would be in the hands of the coordinating agency.

V. *Implications*

The establishment of a supportive services data bank would be only one small link in a chain of events and human relationships necessary for an effective program of coordination. The extent to which coordinative efforts at the state level contribute to the actual delivery of services rests at the grass roots level with those who identify needs and assume responsibility for utilizing available resources. In the final analysis, it is people who make systems work. The degree of commitment which can be generated among those involved at all levels may be the most important variable associated with effective coordination.

Contributors

Peggy J. Ross, Leader
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Lloyd Lawson
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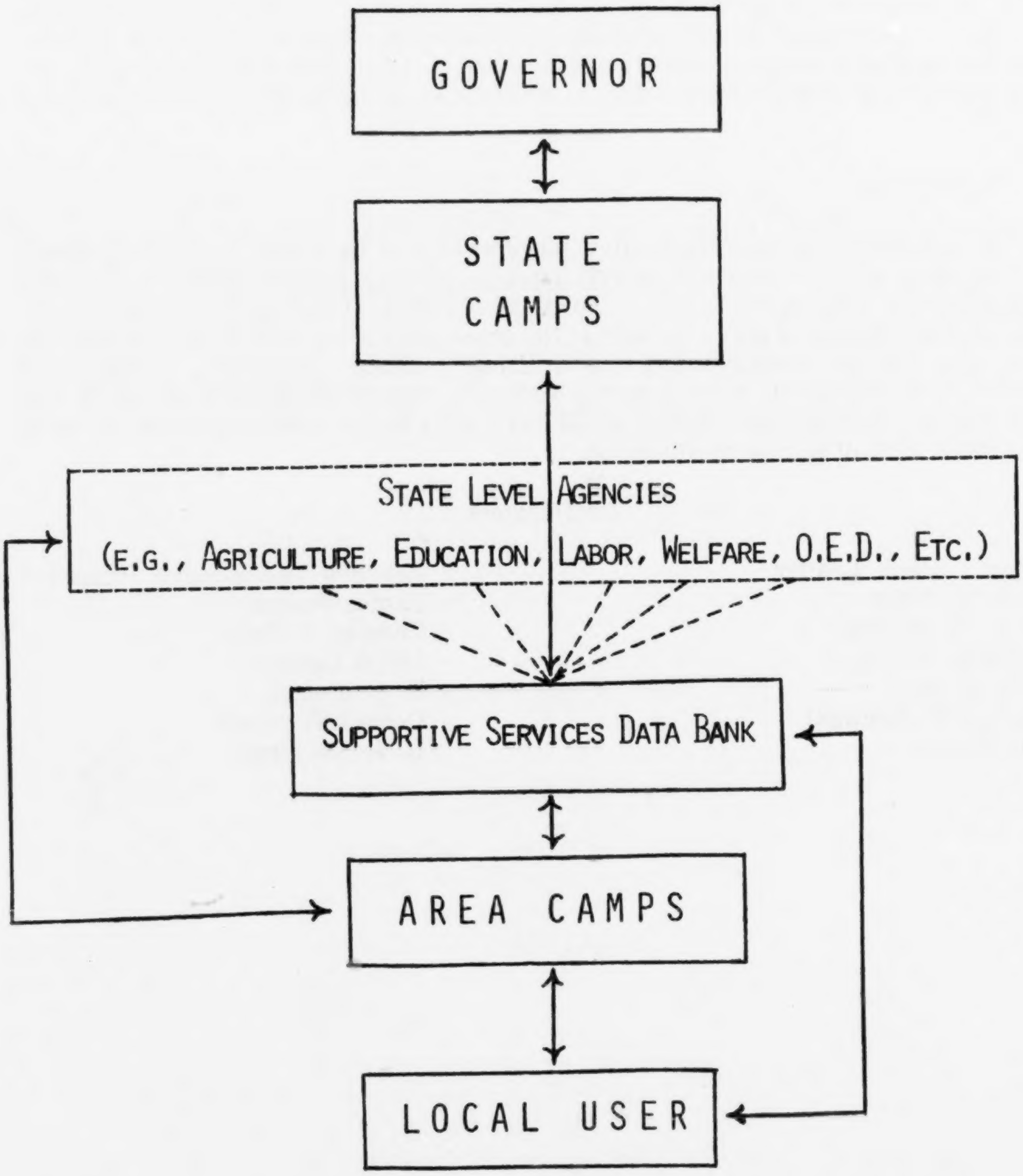
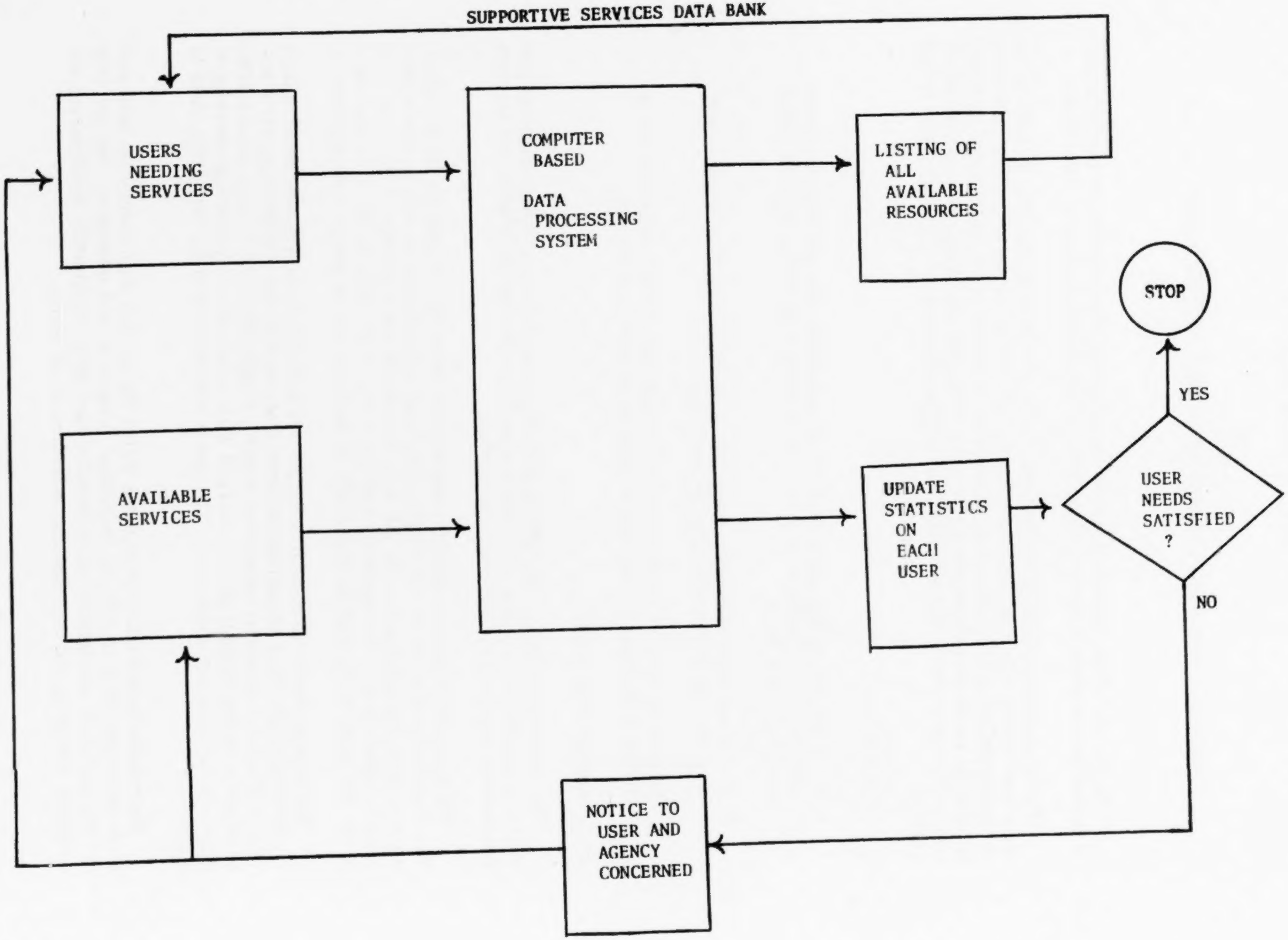
ATTACHMENT A


GOVERNOR
STATE CAMPS
STATE LEVEL AGENCIES
(E.G., AGRICULTURE, EDUCATION, LABOR, WELFARE, O.E.D., ETC.)
SUPPORTIVE SERVICES DATA BANK
AREA CAMPS
LOCAL USER

ATTACHMENT B

SUPPORTIVE SERVICES DATA BANK


USERS NEEDING SERVICES
AVAILABLE SERVICES
COMPUTER BASED DATA PROCESSING SYSTEM
LISTING OF ALL AVAILABLE RESOURCES
UPDATE STATISTICS ON EACH USER
STOP
YES
USER NEEDS SATISFIED ?
NO
NOTICE TO USER AND AGENCY CONCERNED

REPORT OF TASK FORCE E
ON
COORDINATING SUPPORTIVE SERVICES AT THE STATE LEVEL

The purpose of this report is to describe a strategy that provides for the utilization of supportive services in meeting the educational needs of students in rural areas.

The proposed model with suggestions for its implementation may be used at the state level by those charged with such responsibility. The model includes a vehicle for recording identifiable needs and assigning responsibility to the agency best equipped to meet the needs of the individual concerned. Through this procedure accountability and evaluation of needs met are readily available. Duplication of agency effort is thus avoided.

I. *Definitions*

A. *Rural area* is a geographic area of low population, low per capita income and with little chance of overcoming its unique problems without assistance of some form.

B. *Vocational student* is any student who is enrolled in a vocational course or program or one who may be enrolling.

C. *Supportive service* is assistance provided through any organization or agency in meeting the particular needs of an individual student.

II. *A Coordination Model*

The following model is designed for and utilizes a continuous comprehensive process enabling the state or any school system to determine the needs of and/or services available at any point in time or at any location.

The committee recommends the coordination effort be initiated by the governor. The coordinator may be out of CAMPS, vocational education or he may be some other agreed upon representative. His job is to coordinate the activities of all state level service agencies with the agencies and the needs of persons at the area and local level. The coordinator shall be responsible to the governor as shown in Attachment A.

The human resources council or supportive services council shall consist of high level representatives of governmental organizations that can provide supportive services to the rural vocational education student. A representative of each organization shall serve on the council and be charged with cooperatively providing services to meet the needs of the community. The needs and services may vary from state to state.

Representatives from organizations within the council shall meet with local and area representatives to discuss individual programs and determine the services needed and their availability. It is intended that local community involvement accompany planning and coordination activities at all levels.

A matrix, Attachment B, developed by the council at the state level is designed to inventory supportive agencies and the services that each can provide. This matrix can be adapted to electronic data processing.

Attachment C would be completed for students under the direction of the local coordinator (vocational director, guidance director, or other appropriate person). The data from both forms would be channeled to the state coordinator and the agencies most able to provide the needed services. It is anticipated that necessary services would be provided according to the previously developed plan.

There is a unique element in this system, in that the information could follow students as they enter and leave educational programs or systems. Moreover, the information would be available to facilitate follow-up, evaluation, etc.

III. *Implementation of the Model*

It is suggested that a copy of this institute report be mailed to the Executive Director of the National Advisory Council on Vocational Education requesting the Council's endorsement.

As a consequence of the Council's potential endorsement, Task Force E. proposes that the Executive Director mail a copy of the report to the U. S. Office of Education Division of Vocational-Technical Education and the Governors of the 50 states for their consideration.

Moreover, it is hoped that a copy of the report would be made available to the heads of relevant federal agencies urging their cooperation and involvement. The implementation of the model is illustrated by Attachment D.

A. Methods to be Used in Coordination Efforts

1. Develop Means of Communication

   a. Contact individuals, programs, and agencies about their activities on rural development and solicit their support on the state level.
   b. Make available information (materials, state plans, etc.) to each group concerning these activities.
   c. Conduct a series of meetings to establish rapport and commonalities.

2. Develop Means of Coordination

   a. In meetings attempt to eliminate the duplication of effort.
   b. Develop a sound understanding of all activities of all agencies.
   c. Develop an index card system that can be used by all individuals, programs, and agencies.

B. State Procedures

A state leader from vocational education working with representatives from state supportive agencies will:

1. Identify the Area including:
    - a. Studying net outmigration (observe statistics)
    - b. Note where they go
    - c. Survey of local jobs available
    - d. Existing educational opportunities (also surrounding areas as they could be bussed to an existing operation)

2. Call in representatives of all supportive agencies to secure their collective wisdom (use state coordinator).
    - a. School superintendents
    - b. Civic clubs
    - c. Government agencies (Employment Security Division, CAMPS, etc.)
    - d. Select a local "Fireball Freddie" to serve as local leader.

3. Decide what can be done to train people at the local level.
    - a. What training is needed?
    - b. Mechanics of the operation
    - c. Do facilities exist and is equipment available?
    - d. Evaluate attitude of the population

4. Inform the local people (prepare them to accept the opportunities) by:
    - a. Weekly radio program (a sustained effort operated alternately by the local supportive services)
    - b. Weekly T.V. program
    - c. Weekly newspaper articles

      This publicity must involve all of the supporting agencies. They can and will help you sell the program. This will afford an opportunity to identify with the band wagon.
    - d. Secureing the Governor's public endorsement of the project. (This will effect all services as well as creating an "air" of importance for the project).

5. The local chairman should appoint a planning committee composed of members of all services to provide:
    - a. Buildings
    - b. Transportation
        - (1) Board of education
        - (2) People's representative
    - c. Counseling
        - (1) Employment Security Division
        - (2) Guidance services
        - (3) Local industry

6. Introduce a physical organization plan and course of study:
    - a. Determine the source of equipment
    - b. Teacher qualifications
    - c. Develop financing

7. Begin class and follow-up participants:
   Programs should be approved by the local board of education and must be operated by local people.

IV. *Summary and Conclusions*

The objective of the task force was to design and prepare guidelines on strategies and procedures which would result in the effective coordination and cooperation of supportive services to meet the needs of vocational education students in rural areas. This task force, consisting of fourteen people from thirteen different states, has unanimously agreed that the strategies and procedures included in this report are workable if there is a concerted effort on the part of each participant to begin implementation of the strategy.

It is hoped that this plan will attract attention and commitment from persons at the "highest" state and federal administrative levels. The plan is adaptable to the unique structures and situations of the individual states and has merit for providing the supportive services needed by our students.

Contributors

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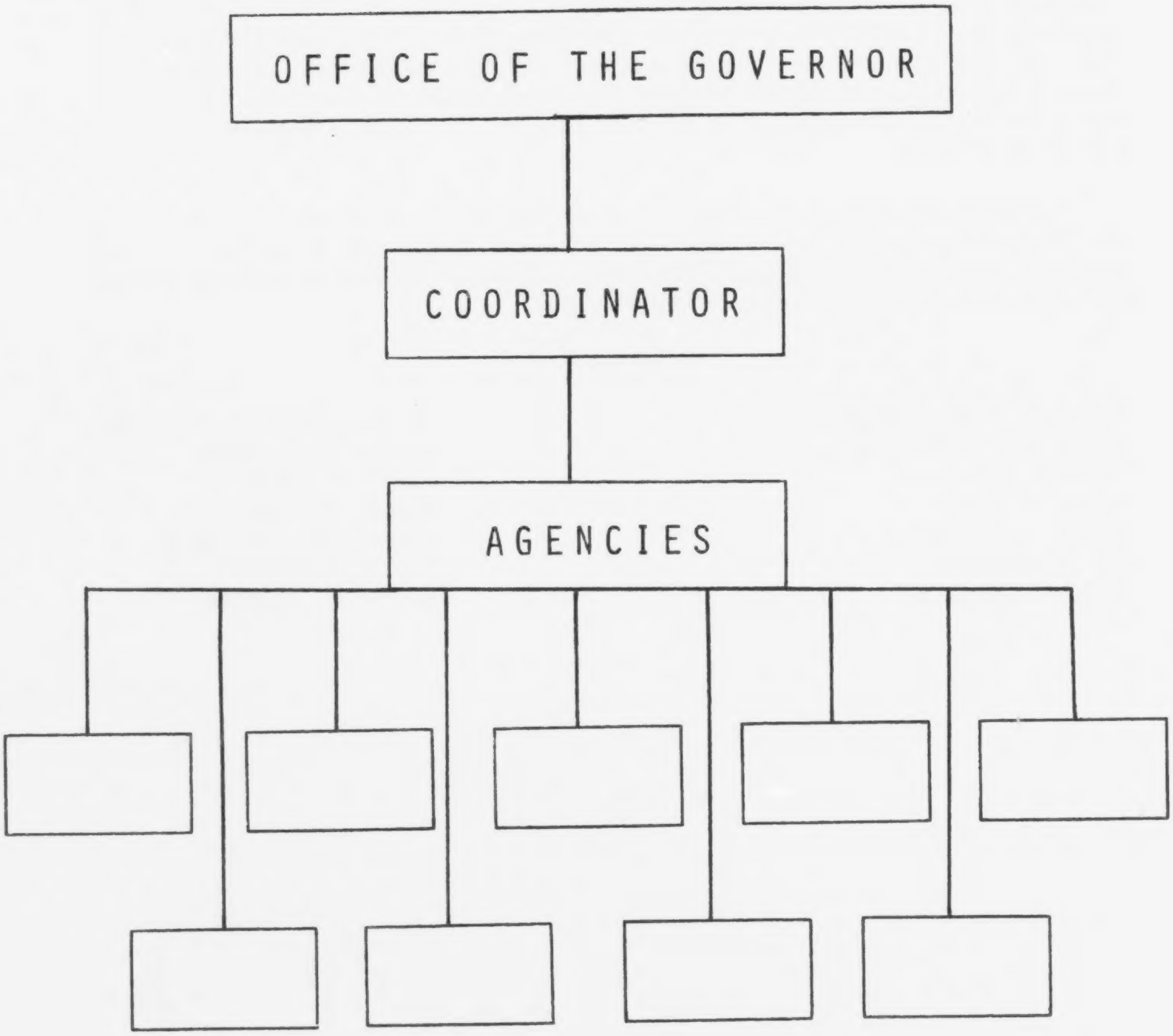
ATTACHMENT A


OFFICE OF THE GOVERNOR
COORDINATOR
AGENCIES

ATTACHMENT B

NEEDS SERVED

AGENCIES	HEALTH	INCOME	COUNSELING	JOBS	TRAINING	TRANSPORTATION	CHILD CARE					
OFFICE OF ECONOMIC OPPORTUNITY												
VOCATIONAL EDUCATION												
WELFARE												
REHABILITATION												
EMPLOYMENT												
LABOR												
WIN												
RED CROSS												

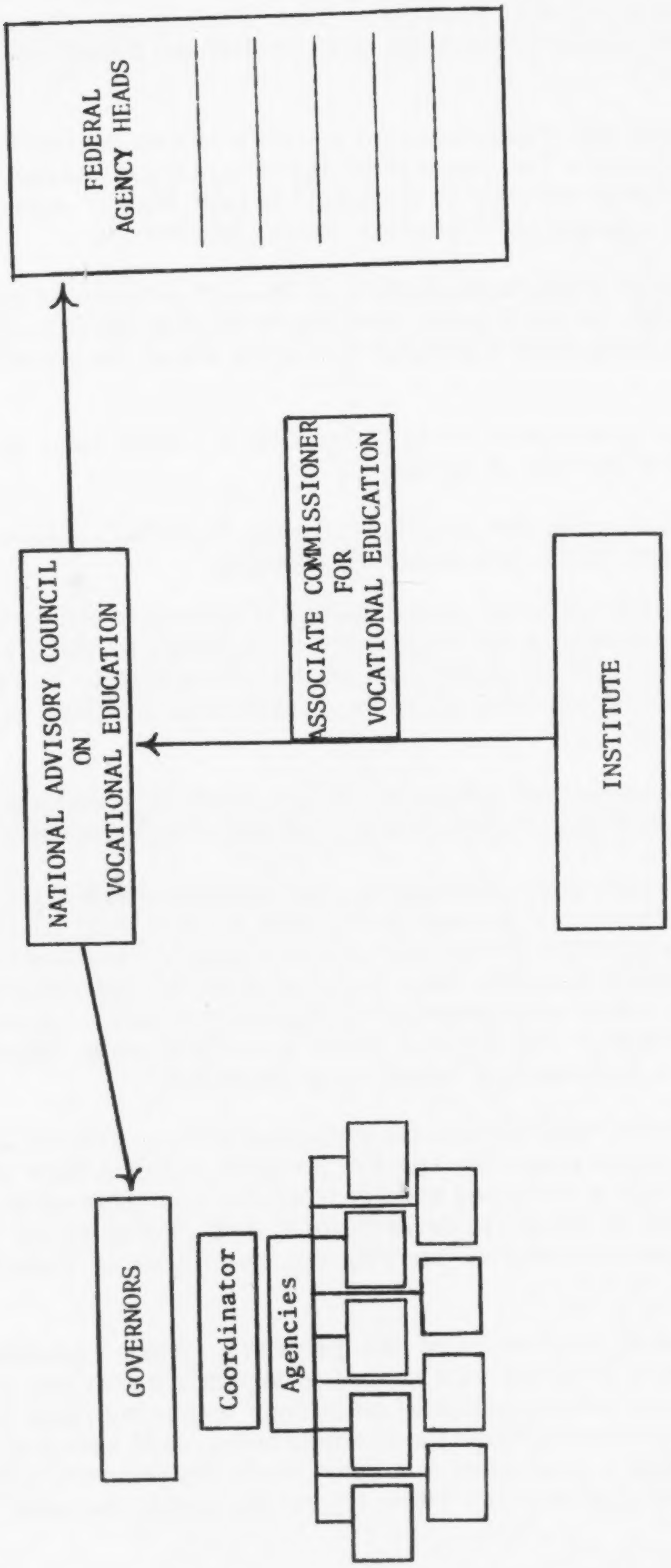
ATTACHMENT C

NAME ______________________

SOCIAL SECURITY NUMBER ______________________

NEEDS

ATTACHMENT D


FEDERAL AGENCY HEADS
NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION
ASSOCIATE COMMISSIONER FOR VOCATIONAL EDUCATION
INSTITUTE
GOVERNORS
Coordinator
Agencies

Summary of Plans of Action

Another expected outcome of the institute was that each participant or group of participants (from a particular institution, agency, or state) would develop a tentative plan of action or statement of intent which had relevance for his or their work at home base. Even though the plans developed were tentative, they were to be realistic and a serious attempt made to implement them. Participants were encouraged to seek suggestions and assistance from the institute staff and consultants in developing their plans.

Participants were asked to leave a copy of their plan with the institute director on the last day of the institute. Two copies of each plan were typed and sent to the author, with the suggestion that one copy be presented to their state director of vocational education or other appropriate supervisor for his information.

A copy of the plan of action assignment given each participant may be seen in Appendix E. Although the participants were free to develop any plan appropriate for their situation, the assignment suggested developing one of two possible projects as follows:

> Outlining procedures for implementing a viable local or statewide supportive services program.
>
> Planning an inservice training program for further disseminating the knowledges, skills, and materials obtained.

It was recommended that the plan include a statement of the present situation with regard to the coordination and availability of supportive services, a statement of the desired situation, and an explanation of the procedures to be utilized to accomplish the desire situation. Only two hours of regular institute time were allotted to development of the plans.

Because of the wide diversity of situations described and procedures developed in the plans, the summary which follows is highly subjective and general in nature.

Fifty-nine of the sixty-eight participants submitted an individual plan of action or worked with a colleague in the development of such. Most of those who failed to submit a plan were group leaders or recorders who had been told to place first emphasis on developing a good group report. Since time was quite limited some of the leaders and recorders were unable to complete both assignments. Only four persons chose the option of working together with another person from their state, which resulted in fifty-seven different statements of intent being developed.

Fifty seven persons chose to follow the suggested activity of outlining procedures for implementing a viable supportive services program. Many of these same persons also included some type of workshop or other inservice training program for disseminating further what was learned at the institute in their plan of action. Two persons limited their planned activities to carrying out some type of inservice training program.

As was suggested, forty-seven of the fifty-seven plans contained a section describing the present situation with regard to supportive services in their community or state. Some persons indicated no attempt was being made to coordinate available services, several indicated the attempts being made were feeble ones, and a few felt that although a good effort was being made, the program's efficiency and effectiveness needed improvement. Some typical comments included:

"There is no coordination of supportive services for vocational education in Kent County at the present time."

"Although attempts are made by the individual agencies or broad scope programs like CAMPS, the task of relating services effectively, has not been accomplished."

"It is my belief that there exists at the present time very little cohesiveness in utilizing supportive services to better serve the needs of rural youth in . . . . , and to my knowledge, the function of CAMPS is very limited in scope."

"The state CAMPS staff is not functioning properly and needs better direction and supervision and/or replacement."

"There is not a comprehensive list of local, state, and federal agencies who can supply supportive services available in this area."

Ten of the plans developed did not contain any description of the present situation. Fifty-five of the fifty-seven plans described the desired situation. These plans were analyzed in terms of whether the plan was comprehensive, indicating an intent to carry out three or more activities, or a simple plan listing only one of two activities. Forty-three of the plans were judged to be comprehensive in nature and fourteen were considered simple plans. The plans were further analyzed to determine whether specific objectives had been stated and to determine the specific types of activities proposed.

Fifty-two of the plans included specific objectives or stated them at least in a general way. Forty-eight of the plans included several activities. The specific activities mentioned in these comprehensive plans could be broadly categorized as dealing with improving the effectiveness of supportive services programs (23) or as dealing with both the improvement of vocational education and supportive services programs (25). Other proposed activities included fifteen plans calling for preparation of a supportive services directory, fourteen plans proposing some type of inservice training program, seven plans calling for implementing the model their task force had developed, seven plans proposing some type of system for disseminating supportive services information, and three plans outlining the intent to establish active advisory committees.

Nearly all of the plans, fifty-four of the fifty-seven, outlined fairly specific procedures that were to be used in implementing the objectives and desired situation described. Only fifteen of the plan writers, however, followed the suggestion that the plan of action include a tentative time schedule of activities. Forty-two persons apparently felt a time schedule was unnecessary or were unwilling to commit themselves to even a tentative schedule.

In summary, tentative plans of action were developed by most of the participants. They ranged in length from one to two typewritten single-spaced pages, and in quality from fair to excellent. Most of the plans outlined a comprehensive approach to improving the coordination of supportive services programs and contained step-by-step procedures for implementing the plan. Considering the fact that only two hours were allotted to this activity, most of the participants did a highly commendable job.

For the interested reader, eight sample plans modified so as to make them unidentifiable, follow this summary.

SAMPLE PLAN OF ACTION *

Present Situation: Alpena Technical Center is in its third year of operation. This is the first year in a new building. Advisory committees for our 14 programs have been functioning but nothing formal, outside of a beginning — and as yet relatively ineffective — CAMPS program, has been developed to coordinate the services of supportive agencies and programs for vocational students. Ours is a rural area. The writer has been on the job since August 1, 1969, so has just had the opportunity to get an overview of the situation —the power groups within and without the district and the community. Administration in the vocational area, as well as within the whole district, is cooperative and very interested in a quality vocational program.

Desired Situation: The writer, whose duties include the coordination and direction of all pupil personnel services for three high schools and the vocational-technical center, would like to become the catalyst for the development of a coordinated program of supportive services for vocational students (and *all* students) in the district. Who gets credit for the development of a coordinated program is of little consequence. If the writer can act as a "behind-the-scenes" catalyst, assisting to develop such a program through CAMPS, this course will be pursued. If it is necessary to take the lead overtly in such a development, this course will be pursued. The writer's first step will be to seek out (quietly) the local CAMPS leaders and assist in any way possible to develop coordinated supportive services through that organization.

Procedures to be Utilized:

1. Contact local CAMPS coordinator(s) and offer assistance for planning, initiating, and/or upgrading a coordinated program for supportive services for vocational and other students. Utilize ideas and materials from this institute.

2. Invite at least one representative from each supportive agency or service program in our region to a guidance workshop on Wednesday, February 11, 1970, at the Vocational-Technical Center in Alpena. The workshop will be a one-day affair. The workshop has been planned to include about 70 counselors and other pupil personnel services workers from 27 high schools (public and private) in the western region of the state, including vocational personnel.

3. Ask the chief administrators of supportive services programs and agencies in our area for a brief summary of the types of services offered to all students, including vocational students, in our rural, lightly populated area.

4. Attempt to have a master summary in brief, chart-type form of all available supportive services assembled for all pupil personnel services personnel in our area, and ready, if possible, by February 11, 1970. If it is not ready by then, this summary will be distributed to all pupil personnel services personnel as soon as possible after the workshop. The summary

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* Adapted from a plan submitted by a county vocational school director of pupil personnel services.

will include the names of one or more contact individuals at the agency or program as well as addresses and telephone numbers.

5. Distribute on a continuing basis information concerning supportive services for all students, and *especially* rural vocational students, and update it yearly or as needed.

6. Because the program for the February 11, 1970, regional guidance workshop has already been developed, a workshop for pupil personnel services personnel in the western region will be planned either for late spring, 1970, or early fall, 1970, at which time the entire program will be devoted to supportive services for students, and especially for rural vocational students. Representatives from all supportive services will be invited to participate, with an opportunity for them to "tell it like it is" regarding their services and with an opportunity for the counselors and others to ask questions regarding these services.

SAMPLE PLAN OF ACTION [*]

Present Situation: Presently there are a number of agencies in George County that have the resources to meet the needs of students enrolled in vocational education. However, the resources of these agencies have not been tapped to their full potential and the needs of many students are not being met. Often the agencies are perplexed because they are not reaching persons who can benefit from their services.

Service organizations in George County have tried to coordinate their efforts by meeting as an intra-agency council. While this council has been effective in avoiding the duplication of services it has done little to provide information about its services to the population that can utilize them.

In most instances, the services of an agency, because of understaffing or the structure of the agency, are available only upon request. Consequently, the resources of these agencies are used only by persons who actively seek the services. Often the people who need the service the most, do not have access to them because they do not know they exist or else do not know how to apply for them.

Desired Situation and Procedures: It is the purpose therefore that a method be provided by which information regarding each agency can be disseminated to those who can utilize it. Procedures to follow include:

(1) Identify and meet with agencies that can provide a supportive role to vocational education.
(2) Determine what services can be provided by the agencies and by what method.
(3) Meet with local staff and counselors as a committee to review and collect data.
(4) Develop with the help of the committee a procedure for providing supportive services to all students.

An outcome of the above procedures will be an index, based on needs, of all services that are provided by the supportive agencies in George County. This index will be in pamphlet form and be given to all counselors and teachers in the county school system.

Plans are to meet with the intra-agency council at its next meeting to collect data on the services of each agency, and to put this information in pamphlet form. A group meeting with counselors will follow to develop methods of disseminating this information to persons who can utilize it.

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[*] Adapted from a plan submitted by a director of a county vocational school.

SAMPLE PLAN OF ACTION *

Present Situation: There is no coordination of supportive services for vocational education students in our county at the present time.

Desired Situation:

A. To inform the community of the full range of supportive services available to aid vocational education students.
B. To present information that will alert the community to the potential of these resources.
C. To present a plan for maximum utilization of these resources for vocational students.

Procedures:

A. Discuss the outcomes of this institute with the director of instruction of our county school system.
B. Orient our community coordinator as to the nature of our responsibility and to the materials obtained at the institute.
C. Conduct a community survey to compile a list of supportive services available.
D. Plan with the director of instruction and the community coordinator an inservice meeting for the administrative and supervisory staff of the school system. We will alert them to the possibilities for service to students and suggest the formation of an advisory council of representatives of different categories of supportive services -- i.e., medical, psychological, financial, guidance, legal, educational, and military.
E. Present the proposed model for problem solution as prepared by Task Force A.

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* Adapted from a plan submitted by the high school principal of a rural county school system.

SAMPLE PLAN OF ACTION *

Present Situation: My state currently has an expanding program of services, both government and non-government at state and local levels. This burgeoning group of services are related, often duplicated, but the agencies seldom communicate with each other or really develop supporting services toward total vocational development.

Although attempts are made by the individual agencies or broad scope programs such as CAMPS, the task of relating services effectively, has not been accomplished.

Desired Situation: Desirably a situation could exist that would allow for the effective delivery of supportive services to those who need them, when they need them. The coordination of all resources private and public should be able to service the vocational development needs of people, to see them through to successful inclusion in their respective communities where they in turn can be contributors.

Such coordination would require close group interaction by those agency and institution managers who have decision-making power. The group decisions must be accepted by each member and clarified and defined to their respective organizations. Secondly, the field people of each organization would need orientation workshops, support from their own agency to apply their skill in effective ways and opportunity to work in task situations to determine supportive services they can offer. Third, the continued modification of rendered services to meet the expressed needs of human beings must be maintained through the patience, reflection, positive support, and leadership at the management level.

Procedure: The economic development of an area of a state is directly related to human resources. Therefore, the opportunity exists to help relate the services of all agencies including business and industry to the vocational development of both young people and adults. However, the priorities of services rendered are seen differently by each source and problems acquire differing dimensions. A need exists then to form a vehicle by which the helping services at the local level can come together, communicate, work, and implement services based on need. In New Mexico one or more vocational institutes over one to three weeks are being sought as the vehicle to bring the above members together. Threats, fear, and intellectual barriers are expected to be lowered so that new concepts, support services, and delivery methods can materialize in the field where in all eventualities, it really counts.

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* Adapted from a plan submitted by a director of a community development division of state health and social services department.

SAMPLE PLAN OF ACTION *

Present Situation: A state CAMPS exists in our state with good representation and fair participation from the agencies involved in manpower services. Twenty-six local CAMPS committees exist which develop plans for submission to the state CAMPS. The state CAMPS has three staff members and one clerk-typist. The staff members have had at least two years experience in their positions. Vocational education is represented on the state CAMPS committee and on most local committees.

There are various federal bills which have been introduced in Congress to amend the present CAMPS program. At this time, no indication has been received as to which, if any, legislation will pass.

Desired Situation and Plans: The state CAMPS staff is not functioning properly and needs better direction and supervision and/or replacement. Their capabilities appear to be somewhat limited. Efforts will be made to implement an upgrading program for the staff. This will be done through the chairman of the state CAMPS committee. No specific action will be carried out, however, until the status of proposed manpower legislation can be determined.

The state CAMPS committee needs to be revitalized in some fashion to better do the important job it must do. As an individual member, more time and effort will be directed to understanding the programs of all agencies involved so there can be better coordination of these programs. The state CAMPS plan will be more thoroughly reviewed and the vocational education input more completely developed. The vocational education staff member with responsibility for working with local CAMPS committees will assure that all local vocational administrators are active participants in the local CAMPS committees. This staff member will also work closely during the year with local personnel in reviewing the area plans.

The proposed federal legislation will be observed very closely so we will be prepared to implement the legislation as it affects CAMPS and vocational education. The present CAMPS program has not been completely successful in every state. However, some system of coordination at the state level appears to be needed and CAMPS is possibly better than anything else that has been used.

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* Adapted from a plan submitted by an assistant director of special services, of a state board for cummunity colleges and occupational education.

SAMPLE PLAN OF ACTION [*]

My plan to help effect change in my sphere of influence includes:

- A. State Guidance Staff Meeting
  - 1. Submit a report of institute highlights.
  - 2. Suggest a series of statewide inservice training sessions for counselors and administrators.
    - a. Encourage the formation of local committees to provide supportive services to meet the needs of vocational education students.
    - b. Encourage implementation of such committees on the local and regional level as well as on the state level.
    - c. Explain our "model" to members of the Board of Cooperative Services.
- B. Investigate the possibility of applying for a grant to be used to conduct a CSTE Pilot Program.
- C. Suggest more concerted effort be given to dropouts to get them into vocational training programs and assist them in getting back into the mainstream of society.
  - 1. Local interagency dropout referral committees
  - 2. Determine *who* and *where* the dropouts are located.
  - 3. Letter and follow-up from the Governor's office
- D. Investigate the possibility of developing radio, TV, and short motion pictures (one, two, to three minutes) to encourage better vocational education — funding, and other supportive services.
  - 1. Suggest the films be supplied to radio and TV stations and to drive-in theatres to be used as "Pop-corn" specials.
  - 2. Such use of media presentations will help to:
    - a. Enhance the image of vocational education students
    - b. Show the need and benefits of vocational education
    - c. Develop the fact that vocational education is an investment and not an expense.
- E. Check into the possibility of developing another vocational education film, possibly one to show the formation, composition, utilization, and benefits derived from a typical advisory committee, to aid a community in effecting change in vocational education.

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[*] Adapted from a plan submitted by a guidance consultant for a state department of education.

SAMPLE PLAN OF ACTION *

Present Situation: In our school system during the past years, we have attempted to supply supportive services for our pupils based upon their individual needs. The opportunity for vocational-technical training has been an apparent void in the educational offerings for our students. With the planned opening of a vocational-technical school in our county this coming year (1970-71), much progress in this area is anticipated. However, it will be highly important that adequate supportive services be provided for the vocational education students; also, it is obvious that this particular category of students will present additional unique needs.

Desired Situation: A statement of the problem which points toward the desired situation at our local level is: to identify available resources for supportive services for vocational education students and provide these services to all vocational education students.

Specific objectives which serve to describe in more detail a local "plan of action" are as follows:

1. To encourage the appointment of an agent within our vocational-technical center who will have the responsibility of coordinating supportive services for vocational education students.
2. To identify specific needs of vocational education students.
3. To identify all available school and community resources which are possible supply agents of supportive services.
4. To orient all students concerning vocational education opportunities in our local area.
5. To include vocational exploratory experiences in our elementary schools.

Procedures for Implementation: Many procedures are available to aid in realizing these objectives. Procedures that would appear to be workable in our local situation are listed below:

1. Call a meeting of local vocational education personnel and school pupil services personnel in an effort to identify a coordinating individual within the vocational-technical center. This position will, in many ways, parallel that of our present high school counselors.

2. Through an individual interview with each prospective vocational education student, specific needs of these students will be identified.

3. Call a meeting of all community resource agencies so as to develop an understanding of the services each has to offer. This could possibly be an outgrowth of our local CAMPS committee.

4. Compile a directory of resource agencies listing the supportive services of each respective agency available to students. This directory will be supplied to all referral sources.

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* Adapted from a plan submitted by a county school director of pupil personnel services.

5. By means of student assemblies, distribution of informative materials, and the use of a film depicting course offerings of our vocational-technical center, all eligible students will receive an orientation to vocational education opportunities.

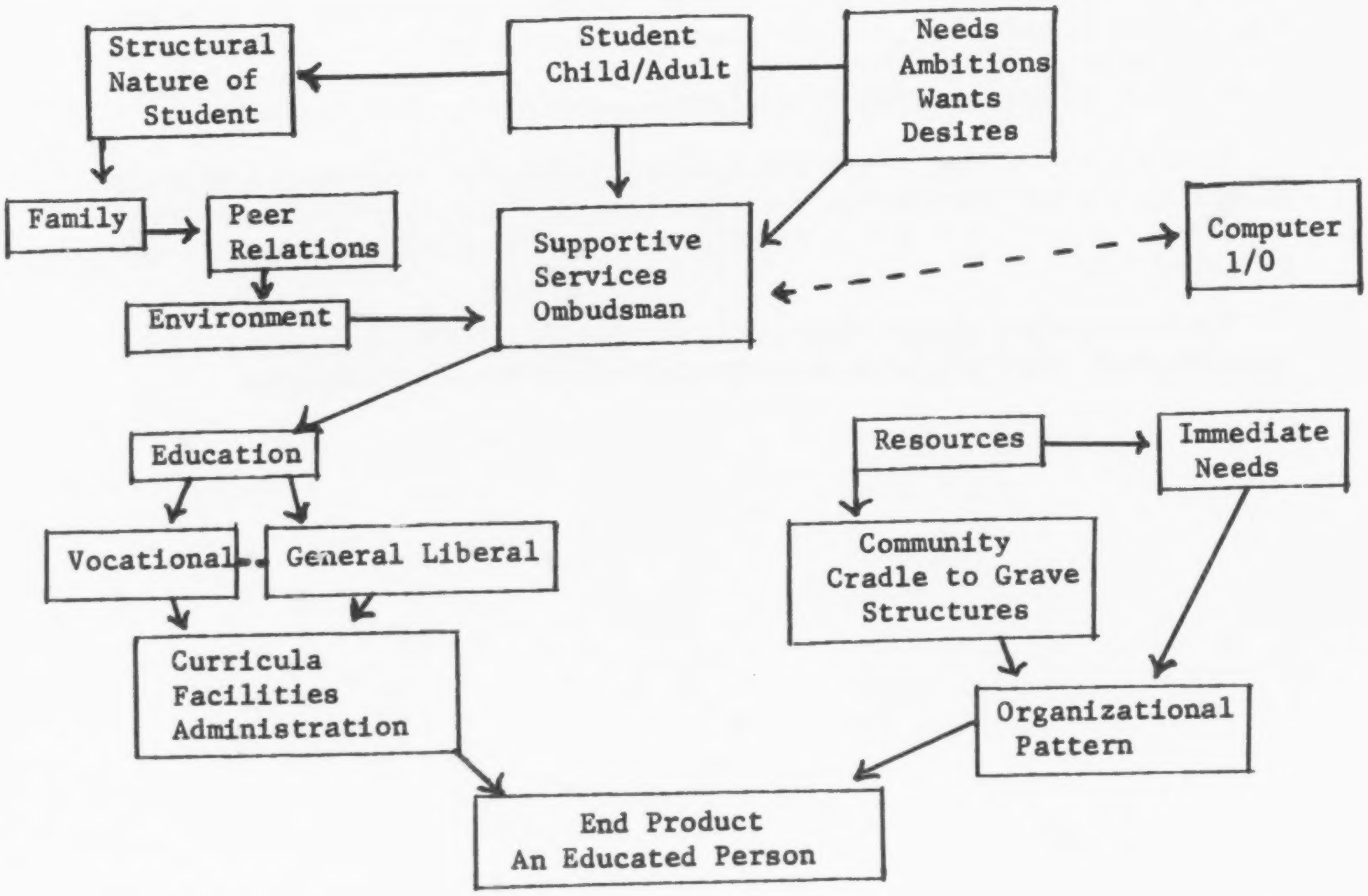
6. During the coming school year(1970-71), guidance personnel will be added at the elementary school level. Part of their job description will include the initiation of vocational exploratory experiences.

SAMPLE PLAN OF ACTION *

Present Situation: My state is structured on the B.O.C.E.S. concept, i.e., shared services of educational personnel and supportive agencies. My plan possibly negates any great impact on improvement. My own limitations of urban and suburban background really limits my thinking on rural problems. If some observations are acceptable the following is submitted.

Desired Situation: This institute considered Supportive Services. To zero in on one problem, this report attacks supportive services as it relates to the rural student.

It is recognized that the model outlined is minimal but it can readily be expanded to include subordinate units within categories or to add additional categories.


Structural Nature of Student
Student Child/Adult
Needs Ambitions Wants Desires
Family
Peer Relations
Environment
Supportive Services Ombudsman
Computer 1/0
Education
Vocational
General Liberal
Curricula Facilities Administration
Resources
Immediate Needs
Community Cradle to Grave Structures
Organizational Pattern
End Product An Educated Person

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* Adapted from a plan submitted by a vocational teacher educator.

Another observation would be to delimit the missionary concept to the rural community as has been done with other groups. We should design a system with few guidelines, allowing them to be captains of their own destiny. Fund supportive services operated by rural communities, but allow them to draw up their own plans of operation with the responsibility to carry out these plans.

Procedures: Naturally involve people with interest in the student but *also* involve the student. Let us listen to his side and *I mean listen*. Tell our adult story, our adult responsibilities to the students(child and adult) but listen to his side. He might have some answers to his problems. He might even run the operation. He might be the Student Ombudsman. *A case in point* — not one rural student attended this conference to tell his story — whether he be disadvantaged (whatever that means) or just an average rural student. This is no criticism of the conference (*IT WAS GREAT*) but is offered as a constructive inclusion to all conferences in dealing with the topics being considered.

Light bulbs do turn on at any gathering of people. My contribution would be in the area of transportation, a definite rural problem. Though not new, the idea is to use a mobile teaching bus to transport students to and from school, with an instructor on the bus along with every conceivable AV and or instructional media. Yes, even carrells, recreation breaks, lunch, lavatory, lounge, individualized TV compartments, possibly patterned after the commercial airline services. Consider it as a teaching learning environment. Can it be done? Money is considered wonderful *BUT* so are our people and especially our students — so let's get the funds and do it.

My plan is a teaching mobile bus or school transporting students in a 50 to 100 mile radius to a vocational technical education center. Planning certainly is involved and it won't be easy but is is an idea that possibly can be expanded upon within supportive services.

Thank you very much for the privilege of being a part of this conference. I hope our paths shall cross many times in our great efforts for vocational education.

Conclusions

The conclusions drawn concern two major areas. First, conclusions regarding the institute and its outcomes are presented, and second, conclusions concerning the coordination of supportive services programs.

The institute was designed to focus on three major purposes or outcomes. They were as follows:

1. Participants were to be provided with additional knowledge and skills needed for planning and conducting effective and efficient supportive services programs.
2. Task force groups were to review and synthesize the papers presented, to consolidate their own ideas and thoughts, and to establish a consensus, where possible, as to the best strategies and techniques of coordination available for supportive services programs.
3. Participants were to develop a plan of action or statement of intent regarding what they tentatively expected to do about improving the coordination of supportive services in their own agency and/or community.

After studying participant satisfaction with the total program, analyzing the plans of action developed, and reviewing the task group reports, it is concluded that the *National Institute for the Coordination of Supportive Services for Vocational Education Students in Rural Areas* was successful in accomploshing its objectives. The focus of the institute evaluation effort was on outcomes: the future activities of the participants rather than on the process and instructional objectives of the institute, although general satisfaction with the program organization and content was indicated on the Formative Evaluation Measure.

Responses to the twenty-four statements making up the first part of the formative measure, clearly indicated strong agreement with all the positive statements and strong disagreement with all the negative statements. As a result of participation in the institute, 91.5 per cent indicated they planned to modify their future work. Another indication of a high degree of satisfaction with the overall institute was provided by the 88.1 percent who said they would apply for the same institute again and the 93.3 percent who said they would recommend it to others.

In terms of immediate outcomes, the task force reports presented and the plans of action summarized earlier in this chapter, represent products developed during the week of the institute. In the writer's subjective judgment, the quality of both the individual plans and the group reports was outstanding. A more objective evaluation of the long term outcomes is reported in the *Final Summary Report*of the multiple institutes, which describes the results of the follow-up survey and interviews conducted to determine what changes and plans were actually implemented.

Some constructive criticisms and several positive comments about the institute were offered by the participants. Although some of these criticisms were valid and have influenced the recommendations made later in this chapter, it was conlcuded that none were serious enough nor made by enough participants to question the overall effectiveness of the institute.

The following conclusions were reached regarding the coordination of supportive services programs:

1. That in most states no single person or agency at the state level has been charged with the responsibility of coordinating the efforts of supportive service agencies.
2. That in most schools and communities no single agency or person has been charged with the responsibility of coordinating supportive services for needy vocational education students.
3. That although the state and regional CAMPS agencies in most states are making some attempt to coordinate the activities of various manpower and training agencies, to date their efforts fall far short of what is needed.
4. That by the proper coordination and utilization of all available public and private organizations and agencies, no student's need should go unmet.
5. There is a definite need for an individual and/or a coordinating committee at the state and local level, charged with the specific responsibility of coordinating efforts, to match student needs with available services.
6. A reference guide to services such as a directory (see Appendix G) or an index to agencies, should be prepared for each community and made available to all educators and others who work with youth and adults.
7. More attention should be given to the problem of coordinating supportive services by the governors and state directors of vocational education at the state level, and by administrators, counselors, and teachers at the local level.

Recommendations

The recommendations presented are grouped into two categories. The first group of recommendations deal with methods for improving future institutes and the second with recommendations regarding the coordination of supportive services.

Based on the evaluative comments provided by the institute participants and the experience of the institute staff, the following recommendations for improving future institutes are made:

1. Participants should be selected as early as possible and supplied with more introductory materials. Advance knowledge of the specific topics to be covered would facilitate learning and enable participants to bring related resource materials with them.
2. Since the most effective and satisfying learning takes place in small group sessions, more time should be devoted to this activity. If the task force groups are expected to produce a quality report, in addition to debating the issues, the maximum possible time is needed. Providing detailed instructions and training to carefully selected group leaders and recorders is also essential.

3. Because several persons felt that too much time was consumed by formal presentations, and not enough time was devoted to small group discussions, it is recommended that fewer formal presentations be made and that they be of shorter duration. Speakers should emphasize the key points and provide the details in resource papers given out immediately after the presentations.

4. It is recommended that the practice of requesting each task force to develop a model and prepare a written report on consensus points of view be continued. Although the task presents a challenge, having such a problem on which to apply the knowledges gained, facilitates the learning process and can result in products useful to others.

5. It is recommended that the practice of having each participant develop a tentative plan of action be continued. This type of assignment stimulates the individual participant to carefully synthesize and apply the material presented to his own situation. Trainees should be notified in advance, however, that they will be expected to develop such a plan.

6. Daily staff meetings with the consultants, group leaders and recorders, and institute staff are recommended to obtain important feedback from the participants and to provide better program coordination.

The following recommendations are made with regard to the coordination of supportive services for vocational education students in rural areas:

1. Additional institutes or workshops similar to this one should be held, as soon as possible, so that as many other persons as possible can be made aware of the problems and potential of providing effective supportive services to rural vocational students. Although this institute made a start toward improving the coordination of supportive services, much more remains to be done.

2. Every governor should designate an individual and a coordinating committee such as a Human Resources Council responsible for coordinating agency efforts at the state level in such a way as to avoid duplication of effort and prevent gaps in providing needed supportive services.

3. At the local level, the school superintendent should designate a counselor or teacher as official coordinator of supportive services programs and provide him with the necessary time and resources to do the job.

4. A reference guide to services or a directory as illustrated in Appendix G should be prepared by the person designated as supportive services coordinator in each school system. This guide should be updated yearly and made available to all educators and others working with youth and adults.

5. That research be conducted on the feasibility of using a management information system including a computer bank or to store information on available services at a central statewide headquarters which could be quickly matched up with specific user requests.

6. That educators and other persons at all levels give greater attention and priority to meeting the *needs of individuals* whatever they are and wherever they are found. In many cases, students who are given the right help when it is needed will go on to be successful and self-supporting, whereas without that help at the right time, they may feel defeated, become discouraged, and dependent on others for the rest of their lives.

APPENDIX A

Specimen of Acceptance Letter And Pre-Registration Form

UNIVERSITY OF ARKANSAS
FAYETTEVILLE

DEPARTMENT
VOCATIONAL TEACHER EDUCATION

It gives me great pleasure to inform you of your selection as a participant in the *Institute on Coordination of Supportive Services for Vocational Education Students in Rural Areas*, which will be held at the University of Arkansas on January 26-30, 1970. The selection committee believes your background, experience and responsibilities will enable you to contribute to the Institute as well as benefit from it.

To confirm your intention to participate, we ask that you complete, sign, and mail the enclosed pre-registration form *as soon as possible* but no later than January 8th. Failure to have your pre-registration postmarked by January 8th will result in this offer being automatically withdrawn.

To expedite the scheduling of air travel in and out of Fayetteville, which is served by only one commercial airline, all plane tickets will be available at the airport you list as your point of departure (the airline on which you are scheduled to depart will notify you by phone when your tickets are ready) or, if requested they will be mailed to the address provided on your pre-registration form.

If you are planning to drive, please indicate the nearest airport from which you would normally depart, so as to facilitate your reimbursement. Lunches will be provided by the University and a check for $65.00 will be given each participant on Friday afternoon to cover room and other meal expense.

Reservations for all participants will be made at the Downtown Motor Lodge on College Avenue which has agreed to provide special rates. You should plan to arrive in Fayetteville by early Sunday evening, January 25th.

All general and small group sessions will be held in the Graduate Education Building starting with registration in the lobby of the auditorium at 8:00 — 8:30 a.m. Monday. Free bus transportation will be provided daily to and from the motel, with Monday morning departures scheduled for 7:45 a.m. and 8:00 a.m.

With the help of our planning committee, we feel we have been able to select a very capable staff and have arranged for an excellent program which you will find to be very worthwhile. We are looking forward to meeting you and having you as a participant.

Should you have any questions, please contact me Area 501-575-4758.

Sincerely yours,

Robert E. Norton

Robert E. Norton
Institute Director
Assistant Professor
Vocational Education

REN:rt

Enc. Pre-Registration Form

PRE—REGISTRATION FORM

"COORDINATION OF SUPPORTIVE SERVICES FOR VOCATIONAL EDUCATION STUDENTS IN RURAL AREAS"

University of Arkansas, Fayetteville
January 26-30, 1970

PLEASE PRINT OR TYPE:

1. Name: Miss, Mrs. Mr., Dr. ____________________________________
(circle one) (first) (middle) (last)

2. Address: ____________________________________
(position) (employer)

____
(city) (state) (zip)

3. Phone: Home ____________

Business ____________

4. Travel Information — Please indicate:

a. Your planned mode of travel ____________________

b. Desired airport of departure ____________________

5. Indicate the type of housing desired:

I will share a double (twin beds)____ Reserve me a single ____

6. Small groups will be assigned responsibility for developing guidelines for coordinating supportive services at the local or state level.
Please indicate your preference: local level ____ state level ____

7. Remarks:

____
Signature

____
Date

Return as *soon as possible* but not later than January 8, 1970 to:

Dr. Robert E. Norton
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Fayetteville, Arkansas 72701

APPENDIX B

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APPENDIX C

SPECIMEN OF INSTITUTE PROGRAM

PURPOSE OF THE INSTITUTE

This institute is designed to equip persons in leadership positions with knowledge and skills for improving the coordination of supportive services for vocational education students in rural areas. Trainees will review school and community resources which should be included in a comprehensive supportive services program, and will review and discuss techniques and procedures which result in the effective coordination of those services.

INSTITUTE OBJECTIVES

1. To emphasize the contribution that effective coordination of supportive services can make to the improvement of vocational programs for rural students.
2. To review and discuss the changing educational needs of students in rural areas.
3. To identify pertinent state and federal legislation and review its implications for the coordination of supportive services.
4. To present and discuss a theoretical framework for coordinating the resources of the various school and community agencies.
5. To review operational programs and procedures used to integrate community and educational resources.
6. To review agencies and resources at the local,state, and national level which should be involved in a comprehensive supportive services program including:
    a. School Resources
    b. Community Resources
7. To review techniques and methods for implementing the changes needed to improve vocational programs for rural students.

COORDINATION OF SUPPORTIVE SERVICES FOR VOCATIONAL EDUCATION STUDENTS IN RURAL AREAS

Program

NOTE: All events will take place in the Graduate Education Building unless otherwise indicated.

Sunday, January 25

8:00 p.m. Group Leaders and Recorders Meeting — Downtown Motor Lodge
- Introductions
- Distribute programs and other materials
- Discuss plans for:
  - Small groups — leader and recorder responsibilities
  - Individual "Plan of Action"
- Questions and Answers

Monday, January 26

8:00 Registration — Lobby of Auditorium

8:30 Welcome: Dr. Robert Roelfs, Associate Dean, College of Education
Orientation: Dr. Robert E. Norton, Institute Director
Dr. Denver B. Hutson, Associate Director

9:00 "The Role of Coordination in Vocational Education"
Dr. Walter Arnold, President
American Vocational Research Corporation

10:00 Break

10:30 "The Changing Educational Needs of People in Rural Areas"
Dr. C.E. Bishop
Vice-President for Public Services
The Consolidated University of North Carolina

11:30 Questions and Reactions
Dr. Walter Arnold
Dr. Charles Rogers
Multiple Institutes Coordinator
Center for Occupational Education

12:00 Lunch — Student Union

1:15 "A Theoretical Framework for the Coordination of Supportive Services"
Dr. Alvin L. Bertrand, Professor
Department of Sociology and Rural Sociology
Louisiana State University

Questions and Reactions

2:15 Instructions and Assignments to Small Groups
Institute Staff

2:30 Break

3:00 Small Group Organizational and Planning Meetings
Group Leaders and Recorders

4:30 Adjournment

4:45 Staff Meeting: Consultants, Group Leaders and Recorders
Room 116
Bus departs for Downtown Motor Lodge

7:30 Social Function and Entertainment
Downtown Motor Lodge
Ballroom B

Tuesday, January 27

8:30 "Review of Existing Effective Programs of Coordination — National Level"
Symposium:
Concerted Services in Training and Education (CSTE)
Mr. C.B. Gilliland, Executive Secretary and Washington Liaison, Rural Community Development Service,
Department of Agriculture

Cooperative Area Manpower Planning System (CAMPS)
Dr. John S. McCauley,
Farm Labor and Rural Manpower Service Department
Department of Labor

9:30 Break

10:00 "Review of Existing Effective Programs of Coordination — Local Level"
Symposium:
Mr. Dwayne Couchman, CSTE Coordinator
Forrest City, Arkansas
Mr. Tom Stover, Director of Arkansas CAMPS Program
Little Rock, Arkansas
Mr. Tom McRae, Director of Model Cities Program
Texarkana, Arkansas

10:45 Questions and Reactions to Presentations

12:00 Lunch — Student Union

1:15 "Implications for Coordination Suggested by the Vocational Education Amendments of 1968 and Other Legislation"
Mr. Joseph Malinski
Director of Planning and Development
Vocational-Technical Education
Minnesota Department of Education

Questions and Reactions

2:15 Small Group Task Force Discussions
Synthesizing Presentations for Implications and Development of Guidelines
Group Leaders and Recorders

3:00 Break

3:20 Continuation of Small Group Task Force Sessions

4:30 Adjournment

4:45 Staff Meeting

Wednesday, January 28

8:30 "Strategies for Utilizing Community Resources in A Comprehensive Supportive Services Program"
Mrs. Chrystine Shack, Director of Program Development
New Jersey Urban Schools Development Council

9:30 Break

10:00 "Strategies for Utilizing School Resources in a Comprehensive Supportive Services Program"
Dr. Bill VanZandt
Counselor Education
University of Arkansas

11:00 Questions and Reactions
Mrs. Chrystine Shack
Dr. Bill VanZandt

12:00 Lunch

1:15 Review Assignment for Developing a Plan of Action for Home Base

1:30 Small Group Discussions
Implications for the Development of Supportive Services Programs
Group Leaders and Recorders

3:00 Break

3:30 Begin work on Development of Plans of Action for Home Base
Develop Statement of Problem, Objectives, and Procedures

4:30 Adjournment

4:45 Staff Meeting

7:30 "Using Advisory Councils and Committees to Improve Vocational Programs for Rural Students"
Dr. Calvin Dellefield
Executive Director
National Advisory Council for Vocational Education

Downtown Motor Lodge
Ballroom B

Thursday, January 29

8:30 Demonstration Meeting — "Coordinating Supportive Services for Vocational Education Students"
Dr. Bill VanZandt and Officials of Local Supportive Service Agencies

9:30 Critique of Meeting

10:15 Break

10:45 Small Group Sessions — Critique and Synthesis of Presentations for Implications

12:00 Lunch

1:15 Small Group Discussion
Finalize Development of Reports on Strategies and Procedures for Coordinating Supportive Services
Group Leaders and Recorders

3:00 Break

3:30 Adjourn to Provide Time for Work on Individual Plans of Action

3:45 Staff Meeting

Friday, January 30

8:30 Small Groups: Final Session
Group Leaders and Recorders

9:00 Presentation of Small Group Reports
Group Leader or Representative

10:00 Break

10:30 "Using Change Agent Techniques to Implement Coordination of Supportive Services"
Mr. Garry Bice, Research Associate
Center for Vocational and Technical Education

11:30 Questions and Reactions

12:00 Lunch

1:00 "Summary of Conference — Problems, Solutions and Implications for Action"
Mr. Ed Henderson
Program Officer
Manpower Development and Training
Dallas Office, USOE

2:00 Plans of Action Due
Evaluation of Institute
Reimbursement Procedures

3:00 Adjournment

OUTCOMES

The institute will result in the design and preparation of guidelines on strategies and procedures for coordination that can be used by others responsible for coordinating programs. Participants will also initiate the development of coordination plans or schemes which have relevance for their particular area and level of responsibility.

INSTITUTE PROGRAM PLANNING COMMITTEE

Dr. Charles H. Rogers, Multiple Institutes Coordinator, Center for Occupational Education, North Carolina State University at Raleigh

Mr. Lloyd Curtis, Chief, Manpower Training, Arkansas Employment Security Division

Mr. C.B. Gilliland, Executive Secretary, Concerted Services in Training and Education, South Agriculture Building, USDA

Mr. Ed Henderson, Program Officer, Manpower Development and Training, USOE, Region VII

Dr. A. Webster Tenney, Chief of Services Branch, Division of Vocational and Technical Education, U.S. Office of Education, DHEW

Dr. Bill VanZandt, Associate Professor, Counselor Education, University of Arkansas

Dr. Denver B. Hutson, Department of Vocational Education, University of Arkansas, Associate Director of Institute

Dr. Robert E. Norton, Assistant Professor, Vocational Education, University of Arkansas, Institute Director

Appendix D
Formative Evaluation Measure

NOTE: Please Do Not Sign Your Name
Key: SA (Strongly Agree), A (Agree), ? (Undecided), D (Disagree), SD (Strongly Disagree)

1. The objectives of this institute were clear to me. SA A ? D SD
2. The objectives of this institute were not realistic. SA A ? D SD
3. The participants accepted the purposes of this institute. SA A ? D SD
4. The objectives of this institute were not the same as my objectives. SA A ? D SD
5. I have not learned anything new. SA A ? D SD
6. The material presented seemed valuable to me. SA A ? D SD
7. I could have learned as much by reading a book. SA A ? D SD
8. Possible solutions to my problems were not considered. SA A ? D SD
9. The information presented was too elementary. SA A ? D SD
10. The speakers really knew their subject. SA A ? D SD
11. I was stimulated to think about the topics presented. SA A ? D SD
12. We worked together well as a group. SA A ? D SD
13. The group discussions were excellent. SA A ? D SD
14. There was little time for informal conversation. SA A ? D SD
15. I had no opportunity to express my ideas. SA A ? D SD
16. I really felt a part of this group. SA A ? D SD
17. My time was well spent. SA A ? D SD
18. The institute met my expectations. SA A ? D SD
19. Too much time was devoted to trivial matters. SA A ? D SD
20. The information presented was too advanced. SA A ? D SD
21. The content was not readily applicable to the important problems in this area. SA A ? D SD

22. Theory was not related to practice. SA A ? D SD

23. The printed materials that were provided were very helpful. SA A ? D SD

24. The schedule should have been more flexible. SA A ? D SD

25. As a result of your participation in this institute, do you plan to modify either your present or future work? YES________ NO________

If YES, please describe the nature of the most important of such modifications and the activities which will be affected.

____

____

____

26. As a result of your contacts with the participants and consultants at this institute, have you decided to seek some continuing means of exchanging information with any of them, i.e., to establish some continuing relation with a participant(s) and/or consultant(s), for the purpose of information exchange?

YES ________ NO ________

If YES, what types of information can the consultant or participant contribute that would be helpful to your work?

____

____

____

27. To what extent were the objectives of this institute attained? ________

____

____

____

28. In your opinion, what were the major strengths of this institue? ________

____

____

____

29. In your opinion, what were the major weaknesses of this institute? ________

____

____

____

30. If you were asked to conduct an institute similar to this one, what would you do differently from what was done in this institute? ________

____

____

____

31. Additional comments about institute. ________

____

____

____

____

____

32. If you had it to do over again would you apply for this institute which you have just completed? YES ______ NO ______ UNCERTAIN ______

33. If an institute such as this is held again would you recommend to others like you that they attend? YES ______ NO ______ UNCERTAIN ______

Appendix E
Individual and Task Force Assignments

PLAN OF ACTION ASSIGNMENT

Each participant is asked to develop a tentative "Plan of Action" (Statement of Intent), which has relevance for his or their work at home base. It is sincerely hoped that these plans will be the beginning of an improved and/or expanded coordination of supportive services effort for each participant's particular area and level of responsibility.

Some suggested projects include:

a. Outlining procedures for implementing a viable local or statewide coordination of supportive services program.

b. Planning an inservice training program for further disseminating the knowledges, skills, and materials obtained.

The plan should include at least the following areas:

a. Statement of present situation.

b. Statement of desired situation; i.e., objectives, essential minimum activities planned.

c. Procedures to be utilized to accomplish the desired situation; i.e., activities to be started, people to contact, tentative time schedule, etc.

One copy of the plan with the name or names of the participants working on it should be submitted to the institute staff by 2:00 p.m. Friday.

COORDINATING SUPPORTIVE SERVICES FOR VOCATIONAL EDUCATION STUDENTS IN RURAL AREAS

Task Force Assignment

One of the major purposes of the institute is to actively involve the participants in a thorough review and synthesis of the papers presented and the other resource materials available. This review and discussion of the various procedures and techniques of coordination available is intended to help you obtain additional knowledge and skills needed for improving supportive service programs.

Secondly, the task force sessions which allow informal interaction between participants and presenters, are expected to be productive for both. The group discussions and interaction should facilitate the sharing of ideas and the assessment of currently employed procedures and practices.

The task force sessions should also help lower barriers preventing the conversion of existing knowledge from research and theory into action programs. It is expected that the participants and consultants will be able to reach a consensus as to what are the best strategies, procedures, and techniques for coordinating supportive services for their particular area of concern. The two areas of concern to be examined in the small group sessions are:

a. Coordinating supportive services at the local level
b. Coordinating supportive services at the state level

The development of new strategies and models which will help provide more relevant and effective programs of vocational education in rural areas is sought.

The institute objectives, which are listed in the program brochure, provide some guidance as to points that should be thoroughly discussed. A discussion outline has also been developed for the same purpose. See Attachment A. The topics included in the outline are by no means all inclusive but are intended as a further guide to some of the many important items that should be discussed. Although several sessions during the week are devoted to the task force groups, each will need to be used as profitably as possible in completing the assignment outlined.

On Friday morning, each group will be called upon to present a written as well as a fifteen minute oral report. These summaries will be part of the final institute report submitted to the U.S. Office of Education for approval and eventual wide dissemination through the ERIC system.

ATTACHMENT A

Discussion Outline

1. Role of Supportive Services for Vocational Education Students in Rural Areas including:
    a. Definition of supportive services
    b. Objectives of supportive service programs
    c. Legislative provisions
    d. Other

2. What types of supportive services are needed by students and how can they be identified?

3. What agencies and resources should be involved in a comprehensive supportive services program?

4. Administrative structure and procedures effective in developing and implementing a viable supportive services program.

5. Effective procedures and techniques for coordinating and conducting comprehensive supportive services programs.

APPENDIX F

GLOSSARY OF ACRONYMS AND AGENCIES RELEVANT TO THE COORDINATION OF SUPPORTIVE SERVICES FOR VOCATIONAL STUDENTS

GLOSSARY OF ACRONYMS AND AGENCIES

AA	Alcoholics Anonymous
ABE	Adult Basic Education
ABLE	Adult Basic Learning Examination
ADC	Aid to Dependent Children
ADP	Automatic Data Processing
AFBF	American Farm Bureau Federation
AFDC	Aid to Families with Dependent Children
AFL	American Federation of Labor
AGC	Associated General Contractors
AIC	Apprenticeship Information Center
AMPR	Annual Manpower Planning Report
AMR	Area Manpower Report
AMS	Agricultural Marketing Service
AOA	Administration on Aging
AOC	Adult Opportunity Center
APA	Assistance Payments Administration, SRS, HEW
ARA	Area Redevelopment Act
ARS	Agricultural Research Service
ASCS	Agricultural Stabilization & Conservation Service

BAD	Board Against Discrimination
BAT	Bureau of Apprenticeship & Training, DOL
BAVLP	Bureau of Adult, Vocational & Library Programs, OE, HEW
BES	Bureau of Employment Security
BIA	Bureau of Indian Affairs
BLS	Bureau of Labor Statistics
BOLT	Basic Occupational Literacy Test
BOP	Bureau of Prisions, Department of Justice
BWTP	Bureau of Work-Training Programs, MA, DOL

CAA	Community Action Agency
CAMP	Central Area Motivation Program
CAMPS	Cooperative Area Manpower Planning System
CAP	Community Action Program
CDA	Community Development Agency
CEB	Community Employment and Betterment (Operation Mainstream)
CED	Committee for Economic Development
CEP	Concentrated Employment Program or
CEP	Community Employment Planning
CORE	Congress of Racial Equality
CPA	Community Program Area
CSC	Civil Service Commission
CSTE	Concerted Services in Training & Education
CWS	College Work Study
CWT	Community Work Training
CWTP	Comprehensive Work Training Programs
CY	Calendar Year (January - December)

DECA	Distributive Education Clubs of America
DMDT	Division of Manpower Development & Training, OE, HEW

DOD	Department of Defense
DOL	Department of Labor
DOT	Dictionary of Occupational Titles
DUA	Disaster Unemployment Assistance
DVR	Department of Vocational Rehabilitation
DPW	Department of Public Welfare

E&D	Experimental & Demonstration Programs
EDA	Economic Development Act
EDD	Economic Development District
EDP	Electronic Data Processing
EEOC	Equal Employment Opportunity Commission
EOA	Economic Opportunity Act
EOC	Economic Opportunity Commission
EPH	Employ the Physically Handicapped
ERS	Economic Research Service
ES	Employment Service
ESARS	Employment Security Automated Reporting System
ESD	Employment Security Division
ESEA	Elementary & Secondary Education Act

FACTS	For Alcoholism Control Through Sobriety
FLBA	Future Business Leaders of America
FFA	Future Farmers of America
FHA	Farmers Home Administration or
FHA	Future Homemakers of America
FL&RMS	Farm Labor & Rural Manpower Service
FLSA	Fair Labor Standards Act
FPR	Farm Placement Representative
FUTA	Federal Unemployment Tax Act
FY	Fiscal Year (July - June)
FICA	Federal Insurance Contributions Act

GATB	General Aptitude Test Battery
GED	General Educational Development
GSA	General Services Administration

HSEP	High School Equivalency Program
HEW	Health, Education, & Welfare (U.S. Department of)
HIT	High Intensity Training
HRD	Human Resources Development
HUD	Housing & Urban Development (U.S. Department of)

IAPES	International Association for Personnel in Employment Security
IJO	Inventory of Job Openings or
IJO	Intensive Job Orientation, CEP
IRS	Internal Revenue Service

JAC	Joint Apprenticeship Council
JACS	Joint Action in Community Service
JC	Job Corps
JOBS	Job Opportunities in the Business Sector

LEA	Local Educational Agency
LEAP	Labor Education Advancement Program
LLMD	Local Labor Market Developments
MA	Manpower Administration, DOL
MAREC	Manpower Administration Regional Executive Committee
MCC	Manpower Coordinating Council
MDTA	Manpower Development & Training Act
MFLC	Migrant Farm Labor Center
MIS	Management Information Systems
MRLF	Monthly Report on Labor Force (for the U.S.)
NAB	National Alliance of Businessmen
NAM	National Association of Manufacturers
NC	New Careers
NCOA	National Council on Aging
NCP	Neighborhood Centers Program
NDEA	National Defense Education Act
NEPH	National Employ the Physically Handicapped
NFP	Neighborhood Facilities Program
NLRB	National Labor Relations Board
NMAC	National Manpower Advisory Committee
NPS	Non-Personal Services
NYC	Neighborhood Youth Corp
OAFC	Occupational Analysis Field Center
OASI	Old Age Survivors Insurance
ODI	Opportunity Development, Inc.
OE	Office of Education, HEW
OEDP	Overall Economic Development Plan
OEO	Office of Economic Opportunity
OEP	Office of Emergency Planning
OFLS	Office of Farm Labor Service
OIC	Opportunities Industrialization Center
OJT	On-the-Job Training
ORAD	Office of Rural Areas Development
OTA	Occupational Traits Analysis
PCML	President's Committee on Migratory Labor
PCOM	President's Committee on Manpower
PIP	Program in Place
PL	Public Law
PPBS	Planning, Programing, Budgeting System
PS	Prime Sponsor
PWEDA	Public Works and Economic Development Act
RAA	Relocation Assistance Allowances
RAD	Rural Area Development
R&D	Research & Development or
R&D	Research & Demonstration
RAR	Rural Area Redevelopment or
RAR	Redevelopment Area Residents
RC&D	Resource Conservation & Development

RCEP	Rural Concentrated Employment Program
RDC	Rural Development Committee
REO	Rural Economic Opportunity
RMA	Rural Manpower Administration
R&S	Research & Statistics
RSA	Rehabilitation Services Administration

SAC	State Apprenticeship Council
SATB	Specific Aptitude Test Battery
SBA	Small Business Administration
SCS	Soil Conservation Service
SEA	State Education Agency
SER	Service — Employment — Redevelopment
SES	State Employment Service
SI	Special Impact
SIC	Standard Industrial Classification
SMCC	State Manpower Coordinating Committee
SMSA	Standard Metropolitan Statistical Area
SNCC	Student Non-Violent Coordinating Committee
SOS	Summer Opportunities for Students
SPRUCE	Special Program for Unemployment Compensation Exhaustees
SRS	Social Rehabilitation Service
SSA	Social Security Administration or
SSA	Social Security Act
STEP	Solutions to Employment Program or
STEP	Supplemental Training & Employment Program
SVA	State Vocational Agency

TAP	Technical Action Panel
TIMS	Training in Manpower Services
TR	Travel Request

UC	Unemployment Compensation
UI	Unemployment Insurance
USDA	United States Department of Agriculture
USDOL	United States Department of Labor
USEP	Urban Slum Employment Program
USES	United States Employment Service
USTES	United States Training & Employment Service
USVAC	United States Veterans Assistance Center

VA	Veterans Administration
VEA	Vocational Education Act (1963)
VER	Veteran Employment Representative
VFW	Veterans of Foreign Wars
VICA	Vocational Industrial Clubs of America
VISTA	Volunteers in Service to America
VRA	Vocational Rehabilitation Act

WATS	Wide Area Telephone Service
WBA	Weekly Benefit Amount
WEP	Work Experience Program, EOA
WET	Work Experience and Training, EOA
WICS	Women in Community Service

WIN	Work Incentive Program
WTI	Work Training in Industry
YDCC	Youth Development & Conservation Corps
YES	Youth Employment Service
YOC	Youth Opportunity Center

APPENDIX G

SAMPLE FORMAT FOR A RESOURCE DIRECTORY OF AGENCIES AND ORGANIZATIONS WILLING AND ABLE TO PROVIDE VARIOUS SUPPORTIVE SERVICES

FAYETTEVILLE
RESOURCE DIRECTORY

FOREWARD

The Employment Security Division has estimated that one out of every ten individuals between the ages of sixteen and sixty-five years, residing in Washington and Madison Counties will need some type specialized assistance in order to function competitively in our society.

There are many public, private, religious and fraternal organizations or agencies who provide specialized services but no one organization designed to provide assistance that will meet all problems. We do believe, however, that by proper utilization of all organizations and agencies, no need should go unmet.

The listings in the directory contain the name, address, telephone numbers, person to contact, and services provided for many of the organizations and agencies within Washington and Madison Counties.

This directory is designed to assist counselors, ministers, school administrators, business and professional people and others involved in providing guidance and assistance to individuals in need. We hope that this directory will be helpful to such advisors in supplying information to all who need this service.

Ezra Bartlett
Manager
Employment Security Division
Fayetteville, Arkansas

Editors Note: The organizations and agencies listed herein were selected to illustrate one type of format which could be used in preparing a supportive services resource directory. In the actual directory prepared and published by the Fayetteville office of the Employment Security Division, a total of forty-six organizations were listed.

NAME OF ORGANIZATION American Red Cross
111 West Lafayette, Fayetteville, Arkansas
442-4291

PERSON TO CONTACT Mrs. Betty Phillips, Executive Secretary

SERVICES PROVIDED Primary function is emergency aid for individuals and families. This is in the form of food, lodging and clothing. Gasoline for travel is provided in some instances. Classes are conducted in first aid, mother and child care. No hard core cases are accepted on a permanent basis. These are referred to Welfare or EOA depending upon the nature of the case. The secretary is the only paid employee. All other workers are volunteer.

QUALIFICATIONS FOR ELIGIBILITY None except bonafide need claimed by applicant including victims of fire, flood or other public disasters.

NAME OF ORGANIZATION Developmental Child Care Center
220 North College, Fayetteville, Arkansas
JA 1-1230

PERSON TO CONTACT Mrs. D. R. Whillock

SERVICES PROVIDED Headstart activities, mental and dental examinations and treatment. Also psychological and social services when needed. Aid to children and families to gain greater confidence, self-respect and dignity. Will employ some parents periodically.

QUALIFICATIONS FOR ELIGIBILITY Two and a half to five years of age — children starting to school the following year. Families are eligible according to federal guidelines.

NAME OF ORGANIZATION Employment Security Division
218 North Church Street, Fayetteville, Arkansas
HI 2-9841

PERSON TO CONTACT Program Representative

SERVICES PROVIDED Enrollment in NYC In-School Program

QUALIFICATIONS FOR ELIGIBILITY Must be 16 to 21 years of age — in school and meet EOA guidelines on income.

NAME OF ORGANIZATION	Fayetteville School, West Campus Vocational Classes Route 2, Fayetteville, Arkansas 442-7351
PERSON TO CONTACT	Roy Smith, Director Adult Education

SERVICES PROVIDED Vocational classes are offered to anyone desiring to take the course provided at least ten people desire any one course of instruction. If as many as ten people desire a particular course and will contact Mr. Smith, a class will be formed.

QUALIFICATIONS FOR ELIGIBILITY No specific qualifications

NAME OF ORGANIZATION	Kiwanis Club Fayetteville, Arkansas 521-7880
PERSON TO CONTACT	H. D. McCarty, Pres. Bob Blackstone, Vice-Pres. Curtis Crouch, Secretary

SERVICES PROVIDED Send 300 boys to one week summer camp. Make donations to Girls Camp and Boys Town at Winslow. Provide one scholarship for a foreign student to attend the University of Arkansas. Pick up tab for school lunch of those students unable to pay in all Fayetteville schools.

QUALIFICATIONS FOR ELIGIBILITY Be certified by school officials and the Ministerial Alliance that they need and can benefit from the services mentioned.

NAME OF ORGANIZATION	Lions Club — Noon & Evening 29 East Mountain, Fayetteville, Arkansas 442-4091
PERSON TO CONTACT	Wade Fincher or Bill Parette

SERVICES PROVIDED Glasses and admission to School for the Blind in Little Rock

QUALIFICATIONS FOR ELIGIBILITY Glasses are mostly restricted to children that cannot pay. Some are purchased for older people dependent upon conditions. Examinations and cost of glasses are paid.

School for Blind at Little Rock available to anyone needing service. Room, board, etc. paid if person cannot pay, otherwise based on ability to pay.

NAME OF ORGANIZATION Office of Economic Opportunity
226 North College, Fayetteville, Arkansas
443-3346 or 521-3636

PERSON TO CONTACT Charles Johnson, Director

SERVICES PROVIDED Out of school and in school Work Study Program. 32 hours weekly with 8 hours instruction — minimum wage — counseling service for each enrollee.

QUALIFICATIONS FOR ELIGIBILITY Must meet federal guidelines on gross income, must have been out of school for 60 days or have written permission from principal to participate.

NAME OF ORGANIZATION Salvation Army
17 West Rock Street, Fayetteville, Arkansas
442-8398

PERSON TO CONTACT Captain McFarland

SERVICES PROVIDED Provide dormitory, meals, clothing, shoes free or at nominal cost, boxes of food for local residents and food orders for emergency need.

QUALIFICATIONS FOR ELIGIBILITY Need

NAME OF ORGANIZATION Vocational Rehabilitation
455 East Township Road, Fayetteville, Ark.
442-4233

PERSON TO CONTACT Virginia Johnson or Glenna Yeager

SERVICES PROVIDED Serves the physically and mentally handicapped through vocational counseling, diagnosis, guidance, physical restoration, schooling, training and job placement.

QUALIFICATIONS FOR ELIGIBILITY Any Arkansas resident who has a physical or mental handicap and has a reasonably good chance of being made employable through rehabilitation services. The person's handicap may date from birth or from accident or illness later in life, but there must be a substantial handicap, one limiting the person's ability to engage in gainful employment.